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REAUTHORIZATION FOR DEPENDENT CARE PROGRAMS

HEARING

BEFORE THE

SUBCOMMITTEE ON
CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

NINETY-NINTH CONGRESS

SECOND SESSION

ON

REVIEWING PROPOSED LEGISLATION AUTHORIZING FUNDS FOR DEPENDENT CARE PROGRAMS

MARCH 6, 1986

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REAUTHORIZATION FOR DEPENDENT CARE PROGRAMS

THURSDAY, MARCH 6, 1986

U.S. SENATE,
SUBCOMMITTEE ON CHILDREN, FAMILY,
DRUGS AND ALCOHOLISM,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met at 9:38 a.m., in room 430, Dirksen Senate Office Building, Senator Paula Hawkins (chairman of the subcommittee) presiding.

Present: Senators Hawkins, Hatch, Grassley, Kerry, and Dodd.

OPENING STATEMENT OF SENATOR HAWKINS

Senator HAWKINS. The hearing will come to order.

The hearing today will focus on the dependent care programs that were authorized by the Human Resources Reauthorization Act in 1984. This act authorized funding for two types of dependent care programs: dependent care resource and referral and school age child care for latchkey children.

Normally, reauthorization hearings are held to review the progress and problems that develop during the administration and implementation of a Federal program. But we will not be able to do that today. Not that we would not like to do that today. I would like nothing better than to be able to report to you on the progress of the dependent care program. I would take great pleasure in letting you know of the children and families served by this grand idea which we recently made law.

Unfortunately, this particular Federal program which provides Federal funding to encourage the development of certain dependent care programs, has the sad distinction of needing to be reauthorized before it has ever been implemented. I am distressed and disappointed by what appears to be a deliberate attempt on the part of the Department of Health and Human Services to sabotage this program.

I would like to spell out for you the chronology of this program, the steps we have been through to get it off the ground. This will show you how frustrating this whole process has been to this Senator.

My involvement in this issue began in June 1983 when Senator Dodd and I participated in the first congressional hearing on "latchkey" children as part of the Senate children's caucus. We heard testimony from the children themselves about the need for

Federal leadership and funding to promote this unique type of child care.

I later chaired a hearing on school-aged child care in Pinellas County, FL, which is home to one of the largest school-aged child care programs in the Nation.

I joined both Senator Riegle and Senator Hatch as an original cosponsor of their respective dependent care bills, and worked as a mediator to develop a proposal that combined both those bills into a new section of the Human Resources Reauthorization Act.

When we succeeded in getting that legislation enacted into law, I wrote to the Department of Health and Human Services. We needed to implement this program, and I urged HHS to be quick in developing its regulations.

I received a letter back from the Department informing me that their policy would be to not develop the implementing regulations until Congress funded the new program.

So we turned our attention to funding the new program. We got as far as adding funds for the program in the Senate version of the 1985 Supplemental Appropriations bill, only to see the House of Representatives reject the funding.

The next year we were more successful and we finally succeeded in getting both Houses of Congress to appropriate $5 million in fiscal year 1986 for the program.

Once again I wrote to the Department, requesting expedited development of the implementing regulations. And I received an encouraging response in December 1985, and HHS said: "We will immediately begin giving consideration to what regulations and/or other program guidance are required to make these funds available to the States."

But the very next month, I was informed that the Department had recommended rescission of the funds that had been already appropriated. HHS also opposed reauthorization of the program, and that is where we stand today.

I am disappointed in these developments. I realize that the Department opposed the creation of this program, but Congress prevailed, not the administration. Despite their opposition, the program was authorized, it was funded, and it will be reauthorized again.

I know how fast the Department can draft implementing regulations when they want to. I believe the regulations to implement the Baby Doe provisions were ready within days of the legislation passing. I am putting the administration on notice now that this committee will not rescind the funds that were allowed for the dependent care programs in 1986, and it is this Senator's intention to introduce legislation to reauthorize the program for another 2 years. I do not want any more excuses or delays or correspondence. I want those regulations drafted and the funds allocated immediately.

I am disappointed that the administration chose not to testify today. I would like some answers to the questions I have posed regarding why they are being so intransigent in implementing this program. But I believe the administration has gotten the message from the House, as well as the Senate, that we do not agree to re-

scind these funds and we expect grants to be allocated to participate in the States as soon as possible.

At this point I will insert in the record statements of Senators Hatch, Kerry, and Dodd.

[The statements of Senators Hatch, Kerry, and Dodd follows:]

STATEMENT OF SENATOR ORRIN G. HATCH

John and Kathy Perkins, a deaf mute couple, recently became new parents. The excitement of parenthood soon turned into anxiety as they continued their search for a child care provider that would meet their very special needs. Because John and Kathy were unable to communicate what they wanted for their newborn daughter, their friend called a local resource and referral program. The resources and referral program made inquiries to find family care providers—specifically providers who were willing to take care of infants and to work with deaf parents. The program, called LOCATE in Baltimore, Maryland, was able to find 4 providers to meet with the family. Discussions were done through an interpreter and John and Kathy found a provider that they felt would take good care of their child.

This true story turned out well—because John and Kathy were able to locate a child care program suited to their own needs. They found this through a local resource and referral program.

We all agree that child care is a complex and individual family problem. But the need for child care services is a reality. It is predicted that 80 percent of families will have two working parents by the end of the century. This amplifies the help parents will need to locate quality child care programs. This is the primary reason I introduced legislation in 1983 titled the "Dependent Care Resources and Referral Act" which eventually became part of the law we are discussing today—the State Dependent Care Development Grants.

This act is intended to foster the development of resource and referral programs helping working parents locate necessary dependent care services. The number one problem facing working parents today is locating quality child care that is safe and dependable. I agree with Dr. Zigler, one of the premier child care experts, who stresses: "Child care shouldn't be considered a service which permits parents to work . . . instead it should be an environment which, in large part, will determine the development of their child." Helping families locate the best care for their children is a priority concern.

However, resources and referral programs are limited. But where they exist, they have effectively increased parental awareness of child care options. Greater consumer knowledge will result in greater cooperation among dependent care providers, both public and private, to improve the quality and variety of dependent care services. Resources and referral programs meet the needs while providing an educational service and improving relations between private and public sectors of the community.

It is with pleasure that I welcome Mrs. Suzann Nowels, vice president of the Junior League of Salt Lake City, Utah, who is testifying today on Salt Lake's resource and referral project, the Child Care Connection. This program acted as a catalyst in the development of the federal legislation. Most importantly, it has helped over 2,000 Utah families locate a variety of child care programs and I look forward to hearing Suzann Nowels testimony today.

Today, we will also explore the development of before and after school child care programs. There is no doubt that the need for many types of care for children of working parents is needed. It is the right time for Congress to work in partnership with states and the private sector in helping families. I do not imply by this statement that the federal government should be in the business of providing or even assuring the availability of child care services for every working parent. Providing these services is best left to local and community efforts including the work of voluntary organizations, churches and the private sector. However, an appropriate federal response is to assist in the development of programs and to stimulate further initiatives to help families.

It is my intention to introduce legislation to reauthorize State Dependent Care Development Grants in the very near future and I look forward to the testimony presented today on any changes that may be necessary. I also want to thank Senator Hawkins for her leadership on children's issues. It is my hope that we can work to quickly reauthorize this program and get it started in the states.

STATEMENT OF SENATOR JOHN KERRY

Good morning, I want to welcome our witnesses and thank them for testifying today on the reauthorization of the Dependent Care Block Grant. I want to also welcome my colleague Senator Riegle, and thank him for introducing this bill during the 98th Congress and commend his diligent efforts in ensuring passage in 1984. This program is critical to the well-being of our Nation's work force, family structure and most importantly our children, who represent the future of America.

As an original cosponsor of Senator Stafford's Human Services Reauthorization Act of 1986 which reauthorizes the program for the next 4 years, I am extremely interested in working to ensure the reauthorization of this worthy program.

Recently America has witnessed a dramatic increase in both two parent working families and single parent headed households. This has led to a growing number of school age children unattended, both before and after school. Professionals estimate that the number of these children, often referred to as "latch key children", range anywhere from 3 to 7 million. Experts agree that this number is increasing at a rapid pace. Last year 14.7 million children ages 6 to 13 had mothers in the labor force. By 1990 this figure is expected to reach an unprecedented 17.2 million children. The increased number of working mothers has created a critical demand for quality day care services. Unfortunately this demand has not been adequately addressed, and the solution remains uncertain.

The emotional and physical well being of school age children is at risk. A number of professionals agree, that latch key children, particularly low-income children, are susceptible to injury, developmental problems, loneliness and in some instances, exploitation. Secondly, the lack of adequate day care services is causing several work eligible individuals to stay at home with their children instead of participating in the workforce. According to a recent report by the Children's Defense Fund, in 1982, 45 percent of all single mothers not in the labor force, would work if child care was available to them. The availability of affordable day care is necessary for many families to become and or remain self sufficient. Day care is not only an investment in the health and safety of our children but an investment in our economy as well.

In my own State of Massachusetts, I am proud to say, we have implemented and are committed to, a number of innovative day care programs. Massachusetts has taken a national leadership role in early childhood training, day care licensing, community and school based day care programs, child care resource and referral and an outstanding employer supported child care initiative program. Despite this genuine commitment, as recently as 1984, only one-third of the families seeking day care in the Commonwealth were able to find quality day care at an affordable price.

Despite this need to invest nationally in quality day care, the present Administration has chosen to virtually turn its back on this pervasive and growing problem. Last year, Congress appropriated $5 million for the Dependent Care Block Grant so that States could start school age programs and implement resource and referral systems. To date, the Department of Health and Human Services has yet to implement the Dependent Care Block Grant Program. Furthermore, the President has ordered to rescind $5 million appropriated for fiscal year 1986. The attitude displayed by the administration is unconscionable. Last year the President's Child Safety Partnership was formed with its purpose to increase public awareness of the need for child safety. It is incomprehensible to me that the President dares to feign concern over childhood safety on the one hand, while at the same time he has proposed a 1987 budget that eliminates the Dependent Care Block Grant, eliminates the Work Incentive Program, which provides child care to low-income parents, and asks for cuts in the Social Services Block Grant and the Community Development Block Grant, both of which provide essential funds for day care services. The attitude displayed by this Administration is wholely irresponsible and shows a complete disregard and insensitivity to America's working parents and their children.

I cannot emphasize enough my unfaltering commitment to support a quality day care system and I want to express my desire to work toward the continuance of the Dependent Care Block Grant, and other vital day care programs.

I look forward with great interest to today's expert testimony.

STATEMENT OF SENATOR CHRISTOPHER J. DODD

Madam Chairman, I am pleased this subcommittee has now begun oversight hearings on a most pressing issue; namely, child care. The most dramatic change in American families in recent years is best symbolized by the movement of women to work outside of the home. Over the past 15 years, the statistics show a skyrocketing demand for child care due to the increase in female labor force participation.

In 1970, 29 percent of American children under the age of 6 had mothers in the labor force. By 1980, that percentage had reached 43 percent. It is estimated that 52 percent of the mothers of children under the age of 6 are now in the work force—almost 10 percent more than just 5 years ago. These percentages translate into a total today of 24 million children under age 13 with mothers working outside of the home.

In a report entitled the "Subtle Revolution," the Urban Institute predicts that over the next 5 years, an additional 5 million children will have mothers joining the labor force. The reasons behind this demographic revolution are quite simple: mothers are entering the work force out of economic necessity.

Two-thirds of all women working outside the home today are either the sole providers for their children or have husbands who earn less than $15,000. Although these women's wages are critical to the support of their families, they are often not enough to pay for quality child care. In 1983, the average earnings of female workers was $12,758. Close to 60 percent of all fuily employed women that year earned less than $10,000, just about the poverty level for a family of four.

We have a number of important bills now pending in this subcommittee addressing the availability, affordability, and quality of child care services from my State of Connecticut to California. I understand that we will only have enougn time this morning to focus on the Dependent Care Block Grant, which we authorized 2 years ago to provide startup costs both for afterschool care programs and resource and referral programs. I would therefore like to request, Madam Chairman, that we schedule another hearing as soon as possible to review these legislative proposals, which range from providing scholarship funds for child care workers attempting to earn the child development associate credential to providing up to 4 months of unpaid leave for parents trying to integrate a new child into the family.

I look forward to hearing the testimony of the distinguished witnesses this morning on the plight of latchkey children in this country and on the programs designed to serve them. The need for new programs is great. Right now, more than half of all the towns in my State of Connecticut lack any afterschool program whatsoever to help children whose parents must work. But at a time when they should be expanding their services, afterschool care programs in eastern and western Connecticut are being forced to shut their doors because they cannot find sufficient funds to keep operating.

The demographics tell us that the demand for afterschool care programs is just not going to go away. As a program director in New Haven, Connecticut recently wrote me: "the community is in need of this service and our growth in 3 years only proves this further." The New Haven YMCA Program started up in 1983 with two staff people and one van picking up 15 children at two area public schools. Today, 20 staff people use four vans and two rented school buses to pick up 170 children at 24 public schools.

Parents and child care experts in New Haven and throughout Connecticut keep asking when their programs will be able to apply for funding under the dependent care block grant. Although $5 million was appropriated for this program, the administration continues to refuse to release those funds. Given that latchkey children who lack adult supervision are at much greater risk of physical and sexual abuse, accidental injury, alienation, and delinquency, the administration's refusal to act is irresponsible and untenable. I regret that a representative from the administration is not present this morning, Madam Chairman, and suggest that we ask them to explain in writing their inactivity and their request for a budget recission.

In closing, I would like to welcome a most distinguished witness from my State of Connecticut this morning: Dr. Edward Zigler, director of the Bush Center in Child Development and Social Policy at Yale University. We were fortunate to have Dr. Zigler testify on this same issue at the very first hearing of the Senate Children's Caucus 3 years ago. He is the very best that this Nation has to offer. both with respect to his knowledge of child development issues and his tireless efforts on behalf of the 64 million Americans who are children. I am proud to have him living in my State and look forward to hearing his remarks this morning.

I also look forward to asking Dr. Zigler some questions about the Landmark Study on Infant Care now being done under his direction at the Yale Bush Center. I intend to introduce parental leave legislation next week and would like to get some guidance from Dr. Zigler. So if time does not permit to cover parental leave and other pressing child care issues this morning, Madam Chairman, I trust we will be able to ask Professor Zigler to appear before us again in the very near future to lend us the benefits of his experience and expertise.

Senator HAWKINS. I would like to welcome Dr. Edward Zigler to our subcommittee. Dr. Zigler is the former Director of the Office of Child Development, and was Chief of the Children's Bureau back when HHS was known as HEW.

Dr. Zigler has firsthand knowledge of how fast or how slow the Government bureaucracy can move on a legislative proposal when they desire.

Today, Dr. Zigler directs the Bush Center in Child Development and Social Policy at Yale, and testified at our first Senate Children's Caucus hearing that was held in 1983 on the need for a Federal role in the development of schoolaged child care programs for latchkey children.

I welcome you to our subcommittee and look forward to your statement, Doctor.

STATEMENT OF EDWARD ZIGLER, DIRECTOR, BUSH CENTER IN CHILD DEVELOPMENT AND SOCIAL POLICY, NEW HAVEN, CT

Dr. ZIGLER. Thank you, Senator Hawkins. It is good to be with you. I welcome the opportunity to testify on these important issues that are being dealt with.

First, a few words about the latchkey programs in America.

Although we hear a lot more these days about the child care needs of families with infants and preschoolers, we must remember that approximately two-thirds of the need for child care in the United States is for the supervision of schoolaged children from the ages of 5 to approximately 13. Many of my colleagues prefer the term "self-care" to describe the arrangement by which children must come home to an empty house for a certain number of hours per day on a regular basis. The better known term is, of course, latchkey arrangements.

How many latchkey children are there exactly? In 1985, the School-Age Child Care Project at Wellesley, which, by the way, is on the verge of going under, estimated that there are 18 million children, ages 5 to 13, with mothers working outside the home.[1] Although many families are able to arrange some sort of supervision for their children after school, half of those whose mothers work fulltime are in self-care. Long and Long estimates the number at between 6 and 7 million.[2]

It is difficult to count these children exactly, but locally-based surveys reveal greater numbers than do large regional or national ones.

What exactly are we worried about in terms of these 6 to 7 million children? Everyone knows why we are worried about 5-year olds. In fact, in many State statutes leaving a 5-year old alone constitutes neglect. But for those latchkey children, 6 to 10 or so, we worry about their safety. We are concerned that they have a good chance of being victims of crime, accidents and fires. For this age, and for those 11, 12, and 13, we also worry about the lost opportunities for growth through meaningful recreational activity, about

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[1] Coolson, P., Seligson, M., & Garbarino, J. (1985). "When school's out and nobody's home." New York: National Commitee for Prevention of Child Abuse.

[2] Long, L., & Long, T. (1983) "The handbook for latchkey children and their parents." New York: Arbor House.

the premature shouldering of responsibility, and about the possible long-term effects of these conditions. Not enough longitudinal studies have been done to be sure of these effects, but we are seeing a high degree of fear, anxiety, and restlessness among latchkey children. Perhaps if these children become involved in vandalism, delinquency, drugs, and alcohol before their peers do, we will finally decide as a Nation that we will actually do something about it.

The main solutions to the latchkey children problem are found on a local level, using parent/school/community partnerships. The School-Age Child Care Project has seen some fine examples.[3] Programs are administered by community agencies, such as the local YMCA, in space provided by school systems with funds put together with parent fees, private donations, and in-kind contributions. Parent fees vary from community to community. In my area it is about $25 a week per child. When you compare this with the $130 to $150 per week that we must pay for the care of an infant, you see why so many of us feel that the school-aged day care problem is a target of very high opportunity. We have cost-effective models that have been developed by a great resource for this country, namely the project at Wellesley. I do believe the Federal Government should be involved to provide incentive and seed money to expand the number of public school systems who provide assistance for such latchkey programs.

Now I turn my attention to the phenomenon of information and referral systems in this country.

Although school-age children constitute the greatest proportion of the need, there are a total of 30 million children of working mothers in the United States, including half of all preschoolers.[4] Two and one-half years ago, I testified before the House Education and Labor Subcommittee on Human Resources that life is complicated enough for working parents without having to wander through a maze of information to find safe, reliable care for their children.[5] The situation has only become exacerbated. The decision on who is going to care for children during a major portion of their waking hours is still made by parents who are often under stress and have very little time in which to make their decision.

Before Information and Referral Services, or I&Rs as we call them, were begun, families had to go to many different informal sources to get information related to day care for children or other dependents, such as handicapped or elderly relatives. Parents interviewed 10 years ago ranked child care information and referral systems as one of their first priorities for federally-funded programs.[6]

What help do I&Rs provide? All provide basic information about where to locate social services. Most provide facts on where child care is available. And some list State and local regulations that pertain in that community. In some places, the service includes in-

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[3] Baden, R. K., et al. (1982) "School-age child care: An action manual." Boston: Auburn House.
[4] Coolson et al. *Op. cit.*
[5] Zigler, E. (1983, Sept. 15). Testimony before the House Education and Labor Subcommittee on Human Resources.
[6] U.S. Department of Health Education and Welfare (1976). "Statistical highlights from the National Child Care Consumer Study." Washington, DC: DHEW Publication Number OHD 73-31096, Office of Human Development.

struction for parents on choosing a child care taker and assessing care giver qualifications. Those few services that also supply information and technical assistance for current or potential licensed care givers have been successful at stimulating the growth and quality of child care in the community and bringing unlicensed care givers into the visible regulated child care network.

Of the 6,000 I&R services nationwide, we should remember and emphasize that only 50 to 60 are devoted primarily to locating and improving child care services. Of these, only a small fraction are outside the State of California.[7] The Federal role, as I see it, is to ensure that more parents and more communities can find safe and reliable child care for their children by assisting communities in developing better I&R networks.

Neither latchkey programs nor information and referral services can be touted as the total solution to the day care problem in the United States. But each involves a local solution through community/family partnerships. Each is feasible, each is cost-effective. Each has been supported in the past by a large constituency. I do not see that the need for either service has grown any less acute in the years since Congress last discussed them, and I think the American people would still welcome and support them.

Thank you.

Senator Hawkins. Thank you, Doctor.

I see Senator Riegle has joined us.

Do you care to make your statement at this time before we question this witness?

STATEMENT OF HON. DONALD W. RIEGLE, JR., A UNITED STATES SENATOR FROM THE STATE OF MICHIGAN

Senator RIEGLE. Thank you, Madam Chairman.

It is a pleasure to come back before the committee where I had the opportunity to serve for many years, I would like to still be a member of this committee, but that was not possible because of some changes in the Senate rules as you well know.

I want just to compliment Mr. Zigler for his very fine statement which I think is very important in setting forth the facts as they relate to the need for latchkey services in the country.

I would like to ask if my full statement could be made a part of the record, and then I will make a series of summary points, if I may.

Let me also say at the outset how much I appreciate your efforts, Senator Hawkins, because you have been an enthusiastic supporter since I first introduced the School Facilities Child Care Act, S. 1531, in June 1983. We did not have too many people who were interested in it at that time, but you were among that small group. And I remember that and I thank you for that and your continued support and strong effort in this area.

I know that Senator Dodd, as well, is a person who has a great interest in this area and I am delighted that he will have a chance to help us with this.

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[7] Levine, J.A. (1982). The prospects and dilemmas of child care information and referral. In E. Zigler and E. Gordon (Eds.), "Day care: Scientific and social policy issues." boston: Auburn House. Pp. 378-401.

Since 1970, the majority of parents in the United States have found it necessary to work outside the home to support their families. And trying to find suitable child care has become an enormous hardship for working parents. The children are the first to suffer when that is not accomplished but I think everybody within the family structure also is harmed by that, the children most of all.

So-called latchkey children face significant dangers, as our previous witness has just said. When we estimate that somewhere between 6 and 7 million children are in this category across the country, we are risking, really, the health and the well-being of these children who must care for themselves while their parents are at work. I think it is too serious a problem now and on too broad a national scale for the Congress and our National Government to ignore.

On October 4, 1984, when Congress passed the Human Services Reauthorization Act, it included a version of the School Facilities Child Care Act which authorized, at that time, $20 million annually for 2 years, fiscal 1985 and 1986, as block grants to the States for dependent care programs. The dependent care program was enacted to provide for a 2-year trial period. We were not starting something that we were just going to dive into in a major way, but we were proceeding with very careful set of steps to begin to meet this need and to evaluate that experience as we went along.

Funding for the program was not easily achieved, but was subsequently included in the Senate's appropriation bill for Labor, HHS, Education and related agencies. And I would say that thanks to Representative Sala Burton and Chairman William Natcher in the House, the Joint House-Senate Conference Committee approved a small but significant $5 million for fiscal year 1986, enough to give the program a trial period.

Since the bill was signed by the President in December of 1985, block grants should have been available to the States as soon as HHS promulgated the regulations. I am very distressed by the fact that the regulations still have not been written almost 2 years after the program was authorized. In attempting to understand this delay, and I do not think there is any supportable reason for why the delay has gone on this long, I think we have to consider the following sequence of events.

I wrote early to the Secretary of HHS, together with you, Chairman Hawkins, and also Senator Pell, on January 29, 1985, to ask that the regulations be promulgated in a timely manner. After that January 1985 letter, on March 11 of that year, HHS responded that they would not write regulations to implement Public Law 98-558 until funds actually had been appropriated. Once the appropriations bill had been signed, however, in December 1985, I again wrote to HHS, together with you, Chairman Hawkins, and Representative Burton to ask again that the process of writing regulations for this program be expedited. Had HHS acted on our earlier request, they could have been ready at that point but, of course, were not. We asked that they move with speed because the money had been appropriated.

Most recently, I have been informed by HHS that they are not yet proceeding with the regulations because the President's budget has recommended rescinding all the funds for the Dependent Care

Program grant during the current fiscal year, and then terminating the program thereafter.

Well, Congress is unlikely to renege on their decision to provide a trial program for this period. But HHS is apparently willing to use the President's rescission proposal as a pretext for further delay of the implementation of the law. It is a law of the land, however, and the administration has an obligation to carry out all the laws, not just the ones they may like, but every single one.

So I find it unacceptable that after a year and a half after the Congress has mandated a trial period for this program that has been signed into law, no funds have yet been made available to the States. I would hope that these hearings would help to clarify the reasons why we have had this delay. There really is no excuse for it, and I think it is improper. I think it is doing great harm in hindering the ability of the country to begin to respond to this problem. We are behind the curve as it is with this enormous change in work patterns in the country. Both in the cases of single-parent families as well as with two-parent families, where both parents must work and help provide income for the family, the children are put into this circumstance in sharply increasing numbers, and we have got to see that there is some meaningful response to it.

So I would hope that maybe we could find out what is behind these delays. And I certainly would be happy to support the subcommittee in any action it determines to undertake to see that the funds that have been mandated by law are in fact made available.

I also want to urge this subcommittee to reauthorize this important program. This is a very critical step to be taken. I think that reauthorization ought to take into consideration some what I would consider minor improvements and modifications which are contained in a bill, S. 806, which I introduced early last year with Senators Kennedy, Cranston, Hart, and Kerry.

It is important that we have a legitimate trial period once the regulations are in place and our State and local agencies can be assured that the promise of Federal funds are forthcoming.

I think we are at a point here where we really have to get a lever under the executive branch and, in this instance, the Department of HHS, and presumably others in the executive branch who want to try to kill this program through inaction, through failure to move on the law as they ought, and in a sense, just close their eyes to this need.

We spend $1 trillion a year in the Federal budget, and we waste a lot of it. We waste it over at the Pentagon on $600 toilet seats and $9,000 coffee pots and weapons systems that do not work, and a host of other things. We waste a lot of money in virtually every other agency of the Federal Government. What we are talking about here is a miniscule amount in terms of facing up to an urgent national problem that affect the children of our country and the working families of our country.

It is time that we take whatever action is necessary to move the administration to implement the law of the land and to stop dragging their feet and using devices and subterfuge and improper tactics to avoid carrying out, not only what the Congress has enacted, but what the President himself has signed into law.

Madam Chairman, I want to say again that I appreciate the fact that this issue is being focused today, your efforts in its behalf, and I am very hopeful that by continuing to work together, we can get things moving here.

[The prepared statement of Senator Riegle follows:]

TESTIMONY OF DONALD W. RIEGLE, JR.

BEFORE THE SUBCOMMITTEE ON

CHILDREN, FAMILIES, DRUGS, AND ALCOHOLISM

COMMITTEE ON LABOR AND HUMAN RESOURCES

MARCH 6, 1986

It is a pleasure to be here this morning to testify before the Subcommittee on Children, Families, Drugs, and Alcoholism of the Committee on Labor and Human Resources. I would also like to express my appreciation to the Chairman, Senator Hawkins, for this opportunity to testify on behalf of a program that has been a major concern for both of us over the past several years. Since I first introduced the School Facilities Child Care Act (S. 1531) in June of 1983, I have been pleased to have the enthusiastic support and assistance of the Chairman in working to establish a suitable federal role in addressing the monumental problems working parents face in finding suitable before and after school care for their children and other dependent family members.

It was seventeen months ago on October 4, 1984, that Congress first authorized a version of the School Facilities Child Care Act in the Dependent Care Grants program as part of the Human Services Reauthorization Act. That legislation authorized $20 million annually for 2 years (FY 85 & 86) as block grants to the states to be used in developing two different kinds of programs for dependent care. They are:

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1. SCHOOL AGE CHILD CARE PROGRAMS for before and after school age child care, and

2. DEPENDENT CARE INFORMATION AND REFERRAL PROGRAMS to provide information and referral for all forms of dependent care, whether it is for children, dependent elderly, or disabled persons.

Funds for both of these programs were to be distributed to the states based on population, with a 25% state match. Sixty percent of the funds are allocated for School Age Child Care programs, and forty percent of the funds are allocated for developing Information and Referral Centers for all forms of Dependent Care, whether it is for children, dependent elderly, or handicapped family members. In designing these programs, states have the option of either administering the programs or allocating funds to community organizations, as long as parents are involved in all stages of planning and implementation, and the centers meet state and local licensing requirements. Funds may be used to plan new programs, or to expand existing ones, but no funds can be used for construction, or for daily operation of child care programs.

At the time the Dependent Care Grants program was authorized, it was the sense of the Congress that trying to find suitable child care and care for other dependents had become an enormous hardship for a large number of American families. In part, this burden has developed from the tremendous impact of social and economic changes on Americans' family arrangements. In the late 1940's, for example, fewer than 20% of the mothers of children under age 18 were employed outside the home, and it was customary

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to presume that in most households, women were available to provide round-the-clock care for children and other dependent family members. In the forty intervening years, social changes in our relationships have made it necessary to alter that presumption about child care. Beginning in 1970, a majority of children lived in homes in which all of the adults were necessarily employed outside the home in order to support their families. In 1980, 57% of the children under age 18 lived in homes in which all of the available adults were employed. Accordingly, more formal arrangements for dependent care have become a necessity rather than a luxury item in the average family budget.

Since it has become the economic and social norm to expect that both men and women will be in the labor force, the problem of finding suitable child care is likely to continue to grow as more young families have children. At present, thirty million children, including one half of all preschoolers, reside with adults who are employed outside the home. The situation is further complicated by the fact that 22% of children live in single parent families. If these parents are to be gainfully employed, it should be evident that some supplementary child care or supervision is essential for ensuring the safety and emotional well-being of their children. Unfortunately for millions of our children, such necessary care is unavailable.

Given the patchwork of informal child care arrangements, it is difficult to estimate with any precision the number of children whose parents have not been able to arrange suitable before and after school supervision. However, numerous surveys have demonstrated that the likelihood that a child will be at

home alone after school is related to the marital and employment status of his or her family. One study reports the pattern as follows:

Percentage of Children at Home Alone After School

45% of the children of single, employed parents

36.8% of the children of two employed parents

10.7% of children with one employed parent (2 parent household)

0% of children with two unemployed parents

On the average, these rates indicate that 19 to 20% of all children are likely to be at home without an adult after school. The probability that a child will be left to care for him or herself also increases with age, so that relatively few preschoolers are left alone, while a greater number of older adolescents are responsible for self care. In the the middle childhood years, estimates are that 25% of children aged 8 to 14 are responsible for self care after school.

Some people argue that self-care encourages children to be self reliant and to develop independence and common sense. But current research suggests that these children who have come to be known as "latchkey" children, face a considerable amount of physical danger and psychological stress. One survey found that 41% of girls and 32% of boys report that they are worried about staying at home alone, while 20% of both sexes say that they are afraid to go outside to play. Another study suggests that an even greater problem is the sheer boredom and loneliness of children who are left home alone. Early unintentional exposure

to alcohol and drugs, poor nutrition, fear and loneliness are just a few of the health hazards faced by these children. In general, research also suggests that unsupervised children are vulnerable to more subtle problems. There may be developmental problems for youngsters deprived of interaction with peers and adults for a significant amount of time during the week. The delegation of responsibility to children for their own care and perhaps the care of younger siblings may be inappropriate for some youngsters, since it imposes a tremendous burden which may leave them feeling inadequate.

While the long range psychological effects of this early isolation cannot be predicted with accuracy, the more immediate dangers faced by latchkey children have already become a matter of significance in our communities. When the Senate Children's Caucus held their first policy forum on latchkey children in 1983, experts spoke about the physical risks involved when young children are left alone. Chief among these is the fact that accidents are the major cause of death of school-age children in this country. Roughly 6,000 children in this age group die annually as a result of accidents, and in nearly all of these cases no adult is present. The fire department of Detroit has reported that one out of six fires is caused by a child at home alone.

The fact that so many of our nation's children face situations in which they may be physically or psychologically harmed indicates that this problem too significant a risk to the welfare of our children for Congress to ignore. Fortunately, at the time we began considering this issue in 1983, the problem of dependent care--unlike so many of the other difficult issues that

we must consider--seemed to be one of the few in which a modest amount of federal support for local initiatives could significantly ease the burden on American families. With hopes of providing incentives for a variety of creative programs started by parents in their own communities, we authorized the Dependent Care Grants program for a two year trial period through the fiscal years 85 and 86.

Although this program was authorized too near the end of the 98th Congress to be implemented immediately, the Appropriations Committee promptly scheduled hearings, and I was pleased to testify before the Subcommittee on Labor, Education and HHS, on May 1, 1985, regarding the initial funding for the Dependent Care Grants program. Funding for the program was subsequently included in the Senate's Appropriations bill for Labor, HHS, Education and Related Agencies. Thanks to the assistance of Representative Sala Burton and Chairman William Natcher, I was delighted that in the Joint House-Senate Conference Committee, the House agreed with the Senate and approved $5 million for fiscal year 1986, enough to get the program under way. After its passage by the House and the Senate in December 1985, the bill was signed into law by the President.

This should have meant that block grants to be used in establishing School Aged Child Care and Information and Referral Centers should have been available to the states as soon as HHS promulgated regulations for awarding and administering the grants. But this is where this modest program hit a major snag, for the regulations still have not been written--almost two years after the program was authorized! I am at a loss to account for the delay, since I personally wrote to the Secretary of HHS,

together with my colleagues Senator Pell and Chairman Hawkins, on January 29, 1985, to ensure that the regulations would be promulgated in a timely manner. Despite the fact that PL 98-558 was the law of the land, HHS responded on March 11, 1985, that it would not begin to develop procedures for implementing the law until funds had been appropriated for the program. So this December when the Appropriations Bill was finally signed, I again wrote to HHS, together with Chairman Hawkins and Representative Burton, to once again ask that the process of writing regulations for this program be expedited. After numerous assurances that this would occur, we still do not have any regulations.

Most recently, I have been informed by HHS that they are not yet proceeding with the regulations because the President has proposed a rescission of the $5 million. In other words, despite the fact that he signed this program into law in December, the budget proposal that the President submitted in February, recommended rescinding all of the funds for the Dependent Care Grants program during the current fiscal year, and terminating the program thereafter. I do not believe that my colleagues in the Congress will be so hasty to renege on their decision to provide a trial period for this program, so I do not think that a rescission will occur. But apparently, HHS is willing to use this proposal as a pretext for further delaying the implementation of the law.

I hope that one of the outcomes of these hearings will be a cessation of these inexcusable tactics so that the funds can immediately be made available to the states. I know that in my own state, individuals who are trying to develop programs have

been severely handicapped by the seemingly capricious delay in implementing this law. It is unacceptable that almost a year and a half after mandating a trial period for this program, no funds have been made available to the states. This seems to be an unconscionable circumventing of the will of the Congress and the continuation of these delays cannot be tolerated.

I will be happy to support the sub-committee in any action it undertakes to see that the funds mandated by law are made available. I would also urge the sub-committee to reauthorize this important program, taking into consideration minor improvements and modifications contained in S.806, legislation I introduced early last year with Senators Kennedy, Cranston, Hart and Kerry. It is important that we have a legitimate trial period once the regulations are in place and our state and local agencies can be assured that the promised federal funds are forthcoming.

Senator HAWKINS. Thank you so much for your presence and your continued support.

Senator Dodd.

Senator DODD. Thank you, Don.

You are absolutely correct. I point out to you that going back the history of that piece of legislation, you pointed out the reasons that the Senator made very clear at the time. He is now walking in. Our chairman opposed that original bill that you had in. We came up with the block grant.

Senator RIEGLE. Exactly.

Senator DODD. Senator Hatch was extremely supportive of and able to combine the Head Start and a few other things under that progam.

At the same time, I would point out, we got through a program which you were very supportive of, and that was the Child Abuse Prevention Challenge Grant Program, which required the States, of course, to become deeply involved in those issues. And, of course, in both cases, we are talking about numbers, well, if not insignificant, they end up being rounded off on budgets, and we have got a rescission order in.

I would hope, possibly at another later hearing, we would get the administration to come up and talk about it as to what is their rationale of all of this is.

Because the chairman of this subcommittee has, as you point out, been actively involved in these issues, going back, she points out this morning, when we had our first informational hearing on latchkey children almost 3 years ago. And just trying to get $10 million or $5 million in this particular case with a block grant, and

find the rescission order come in on something as simple as this. And I am sure the case in Michigan is no different than it is in Connecticut. We have got only half of the towns in the State of Connecticut with any kind of aftercare facilities or child care facilities at all. Of course, you have got, sitting to Ed Zigler, who knows this issue as well as any person in the United States, is frustated with my own State of Connecticut to see some of these problems here, to see $5 million sitting in a rescission order.

So that everyone understands the major problems actually beyond themselves, your continued efforts are terrific in this regard. We will just try and live up to your challenge here this morning and see if we cannot find out what is going on.

Senator RIEGLE. Well, I appreciate your comments.

I might just say that we do not know how the rescission request is going to work out. But, regardless of that, the requirement to promulgate regulations, it seems to me, is there nevertheless, and it is there for both programs, both the referral services where Senator Hatch has taken the lead over a period of time, and the latchkey program. Whether or not we end up acting on the rescission does not relieve them for 1 hour of the requirement to do what they are obligated under law to do.

I must say to all of the committee members that are present, and particularly to the chairman, I am distressed that HHS is hiding out today. Why are they not here? You know, I assume they are being paid. It is not as if they are on leave and therefore cannot come. They are being paid today. They have an obligation to be here and to give some straight answers. When they go into hiding, as clearly they have done here because they do not want to give answers, they are avoiding a committee under the control here in the Senate of the same party that controls the executive branch. That is even a more extreme form of going into hiding than one normally would expect to see. I do not think that is acceptable, and I think they ought to come up here and give some straight answers. I do not want them to think they can stiff-arm us this way by not giving us a direct response. They ought to be seated right at this table, and I do not think we ought to settle for anything less than that until we get some answers.

I might just say now that the chairman of the full committee has come in, Senator Hatch. I have appreciated our ability to work together on this over a period of time to put the two areas together, the referral services that you have taken a leadership on, and to move, as Senator Dodd said, in the direction of a block grant so that we had a kind of federalism balance here that I thought could engender broad support. We were not forcing anything on anybody. It gave States an opportunity to come forward if they wanted to do so.

These are urgent national matters, and there are lives at stake. The death rates that we have heard about in of accidents involving children in homes without supervision, where fires occur, or poisoning incidents or accidents of other kinds, are unacceptable. This is 1986; we have got to come into the 20th century and recognize what is going on out in the country.

I would hope the chairman of the full committee would lend a hand in this. When he wants to get tough with the administration

in his very pleasant way, he is able to oftentimes get the administration to do things that otherwise they would not do. And so I would hope that he would use some of his persuasiveness and charm and toughness to get those witnesses in here and get this thing moving.

The CHAIRMAN. Just keep talking, Senator Riegle. I like what you are saying here today. That is the first time Senator Riegle has ever been really nice to me in public. [Laughter.]

I am only kidding. We appreciate the leadership that you present, too. I am as concerned as Senator Hawkins and Senator Dodd are. I appreciate your remarks and your kindness to me. Don, we have been good friends for a long time.

Senator RIEGLE. Well, I appreciate that, Mr. Chairman. I just hope that we could get some straight answers here because we deserve them. And you have worked hard on it, and Senator Hawkins has, and certainly I have and a lot of others such as Senator Dodd, who has a strong interest in it. We can't let ourselves get stiff-armed on something like this, where it is a matter of law, both the authorization and the appropriation. They basically are thumbing their noses at us and at the country and at the problem. That is just not acceptable.

Senator HAWKINS. Thank you, Senator.

Senator RIEGLE. Thank you very much.

Senator HAWKINS. We have questions for the doctor and I hope you will remain.

Senator RIEGLE. Thank you.

Senator HAWKINS. Senator Hatch, the chairman of the full committee, has joined us, and we would ask for his statement at this time.

Senator HATCH. Thank you, Madam Chairman. I appreciate your leadership in this area.

Dr. Zigler, it is so nice to see you again. We have such deep respect for you. We recognize your worldwide reputation and appreciate your taking time to be with us. This committee has great respect for you.

Madam Chairman, I would ask that you put my statement in the record.

Senator HAWKINS. Surely. It was inserted at an earlier point.

Senator HATCH. I would like to introduce a special constituent of mine, Suzann Nowels. She is vice president of the Junior League of Salt Lake City and has worked extensively with children's issues.

She brings practical experience to the committee, Madam Chairman and Senator Dodd, concerning many child-care problems. She is particularly knowledgeable about the development and operation of a successful resource and referral program in Utah called the Child Care Connection. I want to thank you for being with us today and being willing to come all the way back here to bring your testimony.

Again, Dr. Zigler, welcome to the committee, and all of the other witnesses as well. We are very proud to have you here.

Dr. ZIGLER. Thank you, Senator Hatch.

Senator HAWKINS. Thank you.

Dr. Zigler, do you find that many parents terminate child care arrangements when the child enters kindergarten or first grade?

Dr. ZIGLER. It is an awkward time. It is a transition point for children, it is a transition point for parents, but what they then have to do typically is find some other type of setting. Some can keep their old settings, but a great number do have to change at that point in time.

Senator HAWKINS. Do we tend to concentrate too much on the child care needs of infants and toddlers and ignore the child-care needs of school-aged children?

Dr. ZIGLER. The answer is an unequivocal yes.

The problem is that from about 1965, with the beginning of Head Start and work in my own field of child development, theorists focused exclusively on the very young children, perceiving of them as uniquely sensitive to intervention. In consequence, a great deal of our attention went to these children because of their supposed vulnerability. As a result, we have behaved as though those children vanished when they turned 6. So we have not paid attention to the largest single problem; namely, care of school-aged children.

Senator HAWKINS. I have been trying since 1981 to make the dependent care tax credit refundable so that this largest source of Federal funding for dependent care services is available to low-income families. We succeeded in getting the tax credit put on the short form of IRS and available to lower income families.

But I am concerned the credit is still being denied to those working families who do not earn enough to take advantage of the credit.

Do you think that the availability of this credit would make a difference to these families?

Dr. ZIGLER. It would make all the difference in the world.

Senator Hawkins, you have been—I follow this field closely and have for 30 years—you have been a voice in the wilderness.

Your proposal represents the most enlightened thought in the field of child care. We have to find some way to see that children get a minimal quality of care. Certain families cannot pay for the kind of care their children need. Until this Nation finds some mechanism to put money into the hands of poor people and people just above the poverty line, the major child-care problem will continue to increase.

Senator HAWKINS. I agree with you.

Last week, this committee held reauthorization hearings on the Head Start Program, and I know you are an expert in that field. I would like to take advantage for a moment of your expertise and ask your opinion of some of the issues that arose during that hearing if you do not mind.

What is your opinion of a proposal to make Head Start a program only for 4-year-olds?

Dr. ZIGLER. I believe that would be a mistake. One of the great strengths of Head Start has been its empowering of individuals at a local level. I would like to see more, not less, flexibility in the program. I am one of the founders of Head Start, and we tried to create a sensitive, responsive program that would meet the varying needs of people at the local level as the people themselves saw them.

We are going to have to find some new mechanisms. I have recommended to Secretary Hardy and Mr. Murphy, the current head

of Head Start, that we ought to find some more innovative programs. One possible program would involve enrolling a child in Head Start for 1 year, but then having the mother remain as a Head Start parent so she could continue to receive vital support. I think a model of that sort would appeal to those decisionmakers responsible for funding Head Start, who must be conscious of its cost effectiveness.

We had this problem even in the days when I was responsible for Head Start. We are serving essentially only 15 to 20 percent of the children eligible, and we are confronted with the problem of providing some children 2 years of the program, which they need, while at the same time other children are getting none. So I am sympathetic to the economic dilemma of those currently running Head Start and trying to find ways of meeting all children's needs. I am not convinced that the rigidity of providing the program only to 4-year-olds makes the most sense, however.

Senator HAWKINS. Is there any research we could use, in your opinion, that indicates the need of cost effectiveness for a program for 3-year-olds?

Dr. ZIGLER. Well, one of the Head Start programs that I helped create as part of the Head Start Program was something called Parent and Child Centers. This program provided care for infants within the aegis of Head Start.

We made a mistake in the sixties, and kept making it for another decade, and that was the "magic period" error. We kept looking for 1 year in the life of a child where the child was so malleable that some intervention for that 1 year would make a tremendous difference. And what happened, of course, is that everybody championed a different year. Somebody said the first year of life, someone else said the third and so forth and so on.

Well, we have come to learn over the last 20 years, since the inception of Head Start, that every period in the life of a child is a "magic period." Thus, if you really wish to help children, you have to buttress their lives with environmental nutrients, beginning at birth and carrying through with scaffolding of programs, one on top of the other, until the child is at least through the elementary grades.

Senator HAWKINS. I understand that your center is involved in an infant-care leave project and that your advisory committee recently issued some recommendations regarding infant leave.

Would you describe your study or summarize these recommendations?

Dr. ZIGLER. Senator Hawkins, we spent 2 years at the Bush Center at Yale studying all aspects of infant-care leaves for America. We examined European countries, we examined cost issues, we did a survey of working mothers, we talked to business people. Our recommendations would, if fulfilled, allow the United States to join every other industrialized nation in the world, all of which have a paid infant-care leave.

We recommended that either the mother or father be allowed a 6-month leave, with the first 3 months paid at a reasonable minimum or a cap of approximately 75 percent of the income of the parent who takes the leave. We are well aware, given the Swedish

experience and that of other nations, that in large part this will be women taking this leave.

Our recommendations are really very similar to the bills that have been introduced by Congresswoman Schroeder on the House side, and Senator Dodd on the Senate side. The difference is that while these bills are a step in the right direction, they will not genuinely meet the needs of many mothers and fathers simply because there is no money included to allow parents to take time off. Until that money is forthcoming, I am very much afraid that it will simply not be possible for parents who need this leave to take it.

On the other hand, to repeat, it is a step in the right direction. It has taken America much too long to move in the direction of infant-care leave. The fact that we are moving at all is a welcome bit of progress, and I congratulate Congresswoman Schroeder and Senator Dodd for their efforts.

The recommendations made by the Bush Center, I might point out to you, were made by probably the most distinguished group of scholars that have ever been assembled to address the issue of infant-care leaves: Barry Brazleton, a famed pediatrician from Harvard; Julius Richmond, a former Surgeon General and first Director of Head Start; Gary Brenner of Cornell; Jerry Caine of Harvard, and on and on and on. With the foremost thinkers in this area all in favor of infant-care leaves, it seems inevitable that we will respond appropriately as a nation. I predict that in our lifetime we will see not only the Schroeder and Dodd bills in place, but we will also see, as part of that effort, the inclusion of funds that families need to take the leave.

Senator HAWKINS. Thank you.

Senator Dodd.

Senator DODD. Thank you, Madam Chairman.

Again, Doctor, we appreciate your presence here today. I am particularly interested, Doctor, at your last point, and the Chairman asked the questions in the right order, I think. I think you are right, the idea of finding the right years are extremely difficult depending on whom you want to believe. Obviously each child is different in backgrounds and so forth, and it is kind of a mindless chase that never results in a definitive answer.

But clearly I think you are correct. Obviously there is need for that kind of care, probably with varying degrees of intensity, based on the particular child throughout that entire period. Other periods probably far less so depending pon what has occurred earlier on.

And one of the ways which we can maybe really sort of back in this area is through this maternal leave proposal that has been mentioned that really is due entirely to the study that was done at the Bush Center.

I took a look at some of the countries; it is interesting the Philippines and Haiti, which have been so dominant in foreign policy news. I suppose there are a lot of countries that we like to consider ourselves close to in a number of areas. I do not think Haiti is one of them, and yet Haiti has an extensive maternal leave program. Granted their wages are depressed, but nonetheless it is at full

wage. The Philippines, the NATO countries are far more closely allied to the Soviet Union on this issue than with ourselves.

Our bill, Madam Chairman, it does not have any money in it because we realized the reality. If you start talking money in these things today, Doctor, you and I both know you are just whistling in the wind. But if we could come up with a no paid leave, we think we could pick up a lot of that during those first few months. What the Doctor said, and you correct me if I am wrong, but that a healthy birth, a healthy birth with no complications at all, a doctor will recommend putting aside the issues of the needs of the infant, that a mother should probably have 6 to 8 weeks after such a birth, assuming everything is normal. Whereas today, the average period of time is 3½ weeks or so, far less than what a person ought to be taking in order to recuperate fully from that experience.

So I am hopeful we will get something here and that we can build some support. You know, we have identified it as a fine small business. I think with the number that it is going to be a little low for many people to accept. It is going to have to be a larger number. I know that does not make you feel good any more than the absence of money here. But we have got to accept some realities if we can get something like this going.

I have not introduced it over here yet, because we are still talking to some people about it, we hope to by the end of this week or first part of next week submit the bill, but my hope would be that in this area we could really start. It would do an awful lot, it seems to me, in picking up on the let us say back ending in the first few months of that infant's life, it can be so pivotal. We now know what an impact those first few days, months can mean in terms of early childhood development. There are studies that have been done that start that early and earlier.

So I hope we can get something moving in that area, and I appreciate your comments on it, and will look forward to trying to get something done in that area this year.

I mentioned before you, Madam Chairman, brought up the hearings we had a week or so ago on Head Start. None of us would try to suggest to you that anything we have done individually here is the panacea of these things. We try to pick off pieces of it, and maybe somehow it puts together a mosaic that kind of leads up to something.

I had that scholarship bill, and I do not know if you are familiar with that or not.

Dr. ZIGLER. Yes, I am, Senator.

Senator DODD. I really have not had a chance to ask you about it. What do you think of it? I mean does it make any sense at all?

Dr. ZIGLER. I think it is a great piece of legislation.

The CDA Program is the best kept secret in America. As child care needs have been increasing in a straight linear fashion, the Nation has been almost silent on how we can stimulate the resource development of human beings as good child-care takers.

We invented the CDA Program 15 years ago when I was in Washington. By now, we should have had 200,000 such people. I am grateful for the 15,000 that we do have. I have been unsuccessful in convincing high-level individuals in the Reagan administration of the need for more child care givers. They get good marks from me

in keeping the program alive and moving it into its appropriate home at the National Association for the Education of Young Children. I have not been able to convince them, however, that these child-care workers are primarily women who are paid poverty level wages. The officials with whom I spoke keep wanting to make the analogy that these are like M.D.'s; that CDA's are going to make a lot of money sometime and are investing in their own future. Therefore, these officials believe they should pay for their own certification.

The fact is CDA's work at very low wages, and basically subsidize other women in the workforce. I think that we should do everything and anything we can to take this group of essentially low paid women, and provide them with at least the subsidies to enable them to get the training and certification they should have. It is one piece of the problem. But it is a very important piece of the problem.

I consider your bill an excellent one. There are many, many of these CDA's who are now below the poverty level. Your bill could very well make the difference in whether and how they care for children.

Senator DODD. I thank you for that. There is nothing worse than to have a member of committee spring the question on a chairman so I am not going to spring the question. I am just going to raise it, and then I will let the chairman mull it over.

But maybe we might, particularly on going back to the maternal leave issue, might, Madam Chairman, if we could see fit at some point, maybe even have a good hearing with some of these folks who have done the work on this. And yet I am not going to spring the question

Senator HAWKINS. Be happy to. I want to have additional hearing on it.

Senator DODD. Hearing to take a look at that.

Again, Doctor, we always appreciate your testimony here, and your work, you are the best there is, and thank you.

Senator HAWKINS. It seems to me, Doctor, we could do a lot with this new child safety partnership the President has formed with the industry. They kind of seized on my missing children legislation and made it a positive and talked about child safety, meaning children should be safe all the time.

If we know we have a problem and a gap in care, it seems like that is where we could take issue.

Dr. ZIGLER. I think we should do that, Senator Hawkins.

Senator HAWKINS. Why do you not work with my office? I happen to be a member of that partnership. There are two Senators who are members of it. We are really going gangbusters, but it has occurred to me that you need to be part of their references, because we have a lot of information we can gather from you in keeping these children safe.

I never cease to be amazed at the amount of resources we can marshal in searching for a missing child. If only we could harness those resources prior to the child becoming missing, then we would find that an ounce of prevention is worth about five pounds of cure.

I think we have pricked the public's conscience on this, and also the private corporations are feeling a need to be responsible in

those hours when the children are not in school. So I would like to urge you to stay in touch with my staff and then we will see that you get a hearing with this child safety partnership. I think it would be very edifying for those who are renewed to the partnership.

Thank you. I have one last question.

The first hearing we held on this subject, I believe you stated the greatest need is for day care for children 5 to 13?

Dr. ZIGLER. Yes.

Senator HAWKINS. Before and after school?

Dr. ZIGLER. Before and after school.

Senator HAWKINS. And during school vacations and vacation days and holidays?

Dr. ZIGLER. Yes.

Senator HAWKINS. Has the demand for this type of child care increased?

Dr. ZIGLER. It has increased since the last hearing, and this committee should be aware that the problem will continue to increase, as the number of mothers in the out-of-home work force continues to increase.

The fact of the matter is that our best extrapolation is that by the turn of the century, in 80 percent of two-parent families both parents will be in the out-of-home work force.

A related statistic which we ought to be aware of is that in our country today, one in four children of all of our children are being raised in a single-parent home. Among our black citizens, that number is up to 59 percent. So that the startling changes in the nature of our society and the demographics which we keep discussing at these hearings, will continue. The situation becomes worse daily. It has become worse since our last hearings, and unless some of these efforts you are working on are successful, it will be still worse the next time we meet.

Senator HAWKINS. Thank you so much. We really appreciate your participation and expertise and care.

I would ask the next three witnesses appear together as a panel. They are Suzann Sutton Nowels, vice president of the Junior League of Salt Lake City, who will testify about the league's dependent care resource and referral project called Child Care Connection; Joseph Mathos, supervisor for Adult and Community Education for the Dade County Public School Systems, who will testify about the school-aged child-care program in Dade County; and Marge Gates, the executive directors for the Girls Clubs of America, who will testify on behalf of the 13 member organizations which make up the National Collaboration for Youth.

Marge, you go first.

STATEMENTS OF MARGARET GATES, NATIONAL EXECUTIVE DIRECTOR OF GIRLS CLUBS OF AMERICA, AND CHAIRMAN OF THE NATIONAL COLLABORATION FOR YOUTH; SUZANN SUTTON NOWELS, VICE PRESIDENT, THE JUNIOR LEAGUE OF SALT LAKE CITY, UT; AND JOSEPH MATHOS, SUPERVISOR FOR ADULT AND COMMUNITY EDUCATION, DADE COUNTY PUBLIC SCHOOL SYSTEMS, MIAMI, FL

Ms. GATES. Thank you.

Good morning.

Senator HAWKINS. Good morning.

Ms. GATES. Madam Chairman, the National Collaboration for Youth is pleased to have this opportunity to testify on behalf of the reauthorization of the Dependent Care Block Grant, which provides startup assistance for school-age child care and for information and referral programs in dependent care. With your permission, I request that our full testimony be inserted into the record, and in the interest of time, I will summarize.

As you know, the collaboration is composed of 13 national nonprofit agencies which, together, serve over 25 million children and youth from a broad cross-section of the Nation, from rural and urban areas, from all income levels, and from all ethnic, racial, religious, and social backgrounds.

We were among the earliest supporters of school-age child care legislation, and our support for school-age child care has grown during the years since the bill's enactment. Our experiences over the past 2 years have proven over and over again that school-age child care can be a rewarding experience for children, youth, and their families, as well as an urgently needed service for families that now have no alternative other than allowing children to fend for themselves before and after school. If anything, the need is greater today than when this legislation was passed, and all indications are that the need for safe and enriching before and after-school care will continue to grow.

However, we also feel a high sense of frustration over events since enactment of the program. We cannot help but be disappointed that the Dependent Care Block Grant has not yet been implemented. It is disappointing that there is opposition to funding a program that would benefit children, youth, and their families, when the importance of helping families is so widely recognized today.

The National Collaboration for Youth believes that the Dependent Care Block Grant should be implemented in a timely fashion, that the program should be reauthorized, and that adequate funding should be provided.

The agencies of the collaboration believe strongly that it is essential that the Federal Government provide leadership on the issue of child care services. This is particularly important as we anticipate an ever-growing demand for services, especially among those least able to afford the full cost.

Federal leadership is necessary in order to prevent the wasteful efforts associated with "reinventing the wheel" both programmatically and administratively. Local communities and service providers need access to a national network of information and technical

assistance. Federal leadership should also help to ensure consistent standards and guidelines for maintaining clean and safe child care environments.

Federal funding has a catalytic effect. It has been shown time and again that a relatively small amount of Federal matching funds can attract much larger amounts of State, local, and private dollars. Federal funding stimulates State and local interest in providing a service. This, in fact, is one of the important elements of Federal leadership.

The National Collaboration believes that Federal leadership should work cooperatively not only with State and local government, but with the voluntary nonprofit sector as well. Because there is often a tendency for governmental agencies to exclude the voluntary sector from the decisionmaking processes regarding service delivery, we would like to underscore the many benefits of relying on the voluntary sector as providers of child care. Among these are:

Community involvement in policymaking of our affiliates means that local leadership on the boards of our agencies participate in assessing child care needs, planning programs and the evaluation of them. This translates into "community ownership" of the program.

Nonprofit agencies, supported in large part by local giving, are accountable to the community to provide quality service at a reasonable cost particularly for those of limited income.

Youth agencies have experience in developing and carrying out a wide range of successful programs for the positive development and cultural enrichment of children and youth. Activities are designed to enhance physical, mental, and social development. These agencies also have a long history of providing services to youth and families from diverse populations.

The nonprofit sector has the capability and experience to operate in a variety of settings, for example, in community centers, schools, churches, housing projects, as well as in their own agency facilities.

There is a tradition of advocacy in youth agencies which serves as a means for parents to collectively voice their concerns for the well-being of their children.

Finally, voluntary agencies are experienced in a collaborative way of work, an approach that brings together youth agencies, the school system, public social agencies, civic groups, and often the business community. Such communitywide collaboration can encourage the development of a comprehensive service system that ensures the best use of limited resources.

While the use of school facilities as school-age child-care settings may seem like the cost-effective answer to a difficult problem in this era of fiscal retrenchment, we want to call your attention to the fact that, like most easy answers, it is not necessarily the best. Using a school facility may not always be in the interests of children, and it is certainly not always the most cost-effective. For example, a large school building may not have zoned heat, and in order to keep two or three rooms open until 6:30 p.m., it may be necessary to heat a three-story building. Local laws often require security forces for the entire school grounds when children are utilizing any part of the facility. Insurance coverage and union con-

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tracts may have stipulations that make partial use of the school buildings and grounds extremely costly if only a limited portion of the school population is being served.

As to the question of the best interests of the children, the recent report of the National Black Child Development Institute raises a series of questions that need further attention. We also have serious concerns as to whether the after-school hours when children need to release energy and creative impulses are best spent in the same physical surroundings as are the concentrated hours of learning.

The point is that there is not one answer to the question of the best, most efficient child-care setting. Often the community rooms of a housing project, the long established neighborhood center, the Girls Club, the Boys Club, YMCA or YWCA may provide the best place for good-quality, low-cost child care. Legislation must take account of this fact.

The National Collaboration for Youth believes that quality of programming must be a deciding factor in determining which school-age child care programs are funded, rather than choice of setting.

In 1984, NCY included in its testimony an outline of elements that are important in a quality child care program.

In the interest of time, Madam Chairman, I would like to simply mention the six elements that we outlined.

The first is parental involvement. The second is a home base or specific place where children know they will be welcome and wanted each day. Third is consistent experienced caring and responsible staff and volunteers. The fourth is a clean and safe environment. The fifth is opportunities that respond to the developmental needs of school-age children. And the sixth is providing an opportunity for work and play with children from other backgrounds, racial, ethnic, and economic.

In summary then, our recommendations are we support the reauthorization of the Dependent Care Block Grant. We also urge the adoption of the higher authorization limit contained in S. 806. We also urge recognition of the principle that Federal support and leadership should direct this program to serve those in greatest need, those whose children will otherwise be left uncared for, and those who cannot work to be self-supporting without the help of child care.

Thank you.

[The prepared statement of Ms. Gates follows:]

NATIONAL COLLABORATION FOR YOUTH

An affinity group of The National Assembly of National Voluntary Health and Social Welfare Organizations, Inc.

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HEARING ON SCHOOL-AGE CHILD CARE

CHILDREN, FAMILY, DRUGS & ALCOHOLISM SUBCOMMITTEE

Senator Paula Hawkins, Chair

March 6, 1986

American Red Cross
Big Brothers/Big Sisters of America
Boy Scouts of America
Boys Clubs of America
Camp Fire
The Congressional Award
Future Homemakers of America
Girl Scouts of the U.S.A.
Girls Clubs of America
The National Network of Runaway and Youth Services
United Neighborhood Centers of America
YMCA of the USA
YWCA of the U.S.A., National Board

Good Morning. My name is Margaret Gates and I am the National Executive Director of Girls Clubs of America. This morning, I am here on behalf of the National Collaboration for Youth, which I chair. The Collaboration is composed of 13 national nonprofit agencies, which together serve over 25 million children and youth from a broad cross section of the nation--from rural and urban areas, from all income levels, and from all ethnic, racial, religious, and social backgrounds.

Madame Chairman, the National Collaboration for Youth is pleased to have this opportunity to testify on behalf of the reauthorization of the Dependent Care Block Grant, which provides start-up assistance for school-age child care and for information and referral programs in dependent care. We were among the earliest supporters of school-age child care legislation, and our support for school-age child care has grown during the years since the bill's enactment. Our experiences over the past two years have proven over and over again that school-age child care can be a rewarding experience for children, youth, and their families, as well as, an urgently needed service for families that now have no alternative other than allowing children to fend for themselves before and after school. If anything, the need is greater today than when this legislation was passed, and all indications are that the need for safe and enriching before and after-school care will continue to grow.

However, we also feel a sense of frustration over events since enactment of the program. We cannot help but be disappointed that the Dependent Care Block Grant has not yet been implemented. It is disappointing that there is opposition to funding a program that would benefit children, youth, and their families, when the importance of helping families is so widely recognized today.

The National Collaboration for Youth believes that the Dependent Care Block Grant should be implemented in a timely fashion, that the program should be reauthorized, and that adequate funding should be provided.

I. Federal Leadership is Essential

NCY believes it is essential that the federal government provide leadership on the issue of child care services. This is particularly important as we anticipate an ever-growing demand for services, especially among those least able to afford the full costs.

Federal leadership is necessary in order to prevent the wasteful efforts associated with "re-inventing the wheel" both programmatically and administratively. Local communities and service providers need access to a national network of infomation and technical assistance. Federal leadership should also help to ensure consistent standards and guidelines for maintaining clean and safe child care environments.

Federal funding has a catalytic effect. It's been shown time and again that a relatively small amount of federal matching funds can attract much larger amounts of state, local, and private dollars. Federal funding stimulates state and local interest in providing a service. This, in fact, is one of the important elements of federal leadership.

II. Partnership with the Voluntary, Nonprofit Sector

The National Collaboration believes that federal leadership should work cooperatively not only with state and local government, but with the voluntary, nonprofit sector as well. Because there is often a tendency for governmental agencies to exlcude the voluntary sector from the decision-making processes regarding service delivery, we would like to underscore the many benefits of relying on the voluntary sector as providers of child care. Among these are:

- Community involvement in policy-making of our affiliates means that local leadership on the boards of our agencies participate in assessing child care needs, planning programs and the evaluation of them. This translates into "community ownership" of the program.

- Nonprofit agencies, supported in large part by local giving, are accountable to the community to provide quality service at a reasonable cost--particularly for those of limited income.
- Youth agencies have experience in developing and carrying out a wide range of successful programs for the positive development and cultural enrichment of children and youth. Activities are designed to enhance physical, mental, and social development. These agencies also have a long history of providing services to youth and families from diverse populations.
- The nonprofit sector has the capability and experience to operate in a variety of settings, e.g., community centers, schools, churchs, housing projects, as well as in their own agency facilities.
- There is a tradition of advocacy in youth agencies which serves as a means for parents to collectively voice their concerns for the well-being of their children.
- Voluntary agencies are experienced in a collaborative way of work--an approach that brings together youth agencies, the school system, public social agencies, civic groups, and, often, the business community. Such community-wide collaboration can encourage the development of a comprehensive service system that ensures the best use of limited resources.

III. Use of Schools and Other Community Facilities

While the use of school facilities as school-age child care settings may seem like the cost-effective answer to a difficult problem in this era of fiscal retrenchment, we want to call your attention to the fact that, like most easy answers, it is not necessarily the best. Using a school facility may not always be in the interests of children and it is certainly not always the most cost-effective. For example, a large

school building may not have zoned heat, and in order to keep 2 or 3 rooms open until 6:30pm, it may be necessary to heat a 3 story building. Local laws often require security forces for the entire school grounds when children are utilizing any part of the facility. Insurance coverage and union contracts may have stipulations that make partial use of school buildings and grounds extremely costly if only a limited portion of the school population is being served.

As to the question of the best interests of the children, the recent report of the National Black Child Development Institute raises a series of questions that need further attention. We also have serious concerns as to whether the after-school hours-when children need to release energy and creative impulses-are best spent in the same physical surroundings as are the concentrated hours of learning.

The point is, that there is not one answer to the question of the best, most efficient child-care setting. Often the community rooms of a housing project, the long-established neighborhood center, the Girls Club, Boys Club, YMCA or YWCA may provide the best place for good quality, low-cost child care. Legislation must take account of this fact.

IV. Program Quality

The National Collaboration for Youth believes that quality of programming must be a deciding factor in determining which school-age child care programs are funded, rather than choice of setting.

In 1984, NCY included in its testimony an outline of elements that are important in a quality child care program. We would like to reiterate those basic characteristics:

1. Parental involvement, ideally a progression of opportunities for involvement of parents from direct participation in programs to educational opportunities to strengthen the family unit.

2. A "Home Base" or specific place where children know they will be welcome and wanted each day, and where they can feel safe and cared for, and where they can explore their interests and skills. It is helpful if the base is in the child's neighborhood or at least does not involve lengthy transportation. This "Home Base" can be in a variety of settings: neighborhood centers, community-based organizations, as well as, school facilities. The "Home Base" should be a place where a child can move freely, discharge energy, feel free to explore, make different choices on different days-all the while in a safe, familiar "Home Base."

3. Once the "Home Base" is set, the single, most important requirement of a good child care program is consistent, experienced, caring and responsible staff and volunteers who understand the importance of developmental activities for children and can serve as role models. To assure this, we suggest the following:

- Clearly written position descriptions, including duties, skills required, and qualities wanted:
  - Knowledge/Understanding of child development principles; children's play activities; working with groups; setting goals; effective discipline techniques that stress teaching and not punishment and are non-violent in approach, both physically and mentally; first aid.
  - Skills-The ability to communicate and listen, lead activities, build relationships, set limits, and enforce them firmly and with care; work with diverse populations.
  - Attitudes-An encourager of positive behavior rather than criticizer of negative behavior; acceptance of children as capable human beings, able to make decisions, grow

and learn for themselves; a strong sense of self-worth; comfortable with children and taking part in their activities; adaptable; goal-oriented; nurturing and understanding.

- Orientation for new staff.
- Ongoing supervision by staff who have knowledge about developmental goals for leaders as well as children; are well-organized; have the ability to assess strengths and areas that need improvement; good interpersonal skills; child behavior management techniques; and skills in evaluating performance of child care workers.
- Opportunity for ongoing and on-the-job training.
- Recognition of the child care worker and his/her professional role and satisfactory compensation.

4. To make sure that it does not go without saying, we want to state, for the record, the need for a clean and safe environment for the provision of a broad range of activities and experiences for children who are in the program.
   - Facilities and grounds should meet state and local requirements, as they relate to general safety, sanitation, physical space, and health requirements, and federal standards as appropriate.
   - In reviewing potential sites, safety, cleanliness and maintenance capability should be considered. In addition, there must be accessibility to toilet facilities, storage and kitchen facilities and an area to isolate sick children. Access to emergency services is also important.
5. An optimum child care program goes beyond safety and custodial care. It provides opportunities that respond to the developmental needs of school-age children. Any center has to be able to provide

different opportunities for the different age groups within its program, allowing, of course, for overlapping interests and cross-age activities. There should be recreational opportunities such as individual sports, team sports and games, and cultural enrichment that may be found in craft work, music groups, dancing, multicultural programs. It is in this programmatic area that youth agencies bring special expertise, based on years of program development, staff training and daily experience with children. A space for quiet time, reading, tutoring, and values education is also essential.

As children move toward adolescence, it is particularly important that there be opportunities for community service. Again, youth agencies are replete with examples of good programs that enable a young person to develop responsibility and self-esteem by doing for others. Such community service opportunities are also a means of learning about leadership skills and identifying with the larger society. A child care program can, itself, provide opportunities for early adolescents to learn about caring for younger children under the supervision of trained staff.

6. A good program will provide opportunities for young people to learn, work and play with children from other backgrounds-racial, ethnic and economic. Given a neighborhood setting, this will depend to a considerable extent on the reality of diversity in the school and neighborhood; however, every effort should be expended to keep the pluralistic values of our country in priority position as programs are designed. Staff and volunteers should reflect the diversity of the population served.

Not to be overlooked, is the fact that school-age child care centers can offer part-time employment opportunities for older teens. In such

jobs, young people can learn such basic skills of employment as responsibility, reliability, how to follow instructions, etc. Through assisting in tutoring programs, they may reinforce their own skills. Given the nature of the work, they will also learn about caring relationships which will stand them in good stead in their own parenting experiences.

Appended to this testimony are some program examples from NCY agencies which we believe exemplify the diversity and variety possible within the framework of quality programming.

V. Specific Recommendations

The National Collaboration for Youth supports reauthorization of the Dependent Care Block Grant. We also urge the adoption of the higher authorization limit contained in S.806. We also, urge recognition of the principle that federal support and leadership should direct this program to serve those in greatest need-those whose children will otherwise be left uncared for, and those who cannot work to be self-supporting without the help of child care.

Again, we thank you for the opportunity to testify and we hope to assist the Subcommittee in any way we can.

PROGRAMS OF NCY MEMBER AGENCIES

- The American Red Cross, Cascade County Chapter, Montana "Home Survival Skills" is a locally developed course for children eight to eleven years old. This eight-module program is taught twice a week over four weeks after school or on Saturday at schools or other community locations. The module subjects include handling emergency situations, basic first aid, nutrition, home safety, use of creative time, personal feelings and babysitting siblings.

- At the core of the programs offered by the Boys Club of America is the provision of after-school child care. The Boys Club of America, through its 1,100 facilities nationwide, responds to the need for child care on a daily basis by providing services to over 1,200,000 youth, six through eighteen years of age. Forty-eight percent of our members come from single-parent households; most would go home to an empty house after school if it were not for our programs. Over half of our members who reside with both parents come from households where both parents work. Clearly we are in the after-school child care business in a large way as we daily provide supervised youth development activities to some of our nation's neediest youth.

- The Boy Scouts of America also provides a survival skills program called "Prepared for Today" for its members. The Boys Scouts of America perceives preparedness as an important step in the development of a positive self-concept. This program focuses on six different skills for their members to learn by working with an adult preparing to be home alone, fixing something to eat, knowing about home safety, knowing their neighborhood, helping your brothers and/or sisters, and resolving problems.

- Camp Fire, Inc.'s Chugach Council in Anchorage, Alaska, helped raise the issue of care for school-age youth in the Anchorage area. Did a comprehensive feasibility study and advocated for establishment and funding of this service. Hard work and commitment results in an after-school program in five schools with before and after-school child care offered when it is needed. The care included holidays and other days when classes were not in session. The program exposed school-aged children to interesting activities and promoted social growth and skill development. The program provided both a safe and friendly place to be after school.

The Chugach Council of Camp Fire has recently received a state grant which enabled it to set up a training program for establishing after-school child care programs throughout the state.

- Most of Girls Clubs of America, Inc.'s 250 clubs offer afterschool day care as the core of their services. Local clubs are required to offer a minimum of 20 program hours per week and to offer "a program of varied and diversified activities . . . to meet the cultural, educational, social, health, and physical needs of girls in the community." In Sioux Falls, South Dakota, the Girls Club joined

three other agencies to develop "KARE-4" (Kids' Afterschool Recreation and Enrichment), a collaborative child care program which transports children from school to the Boys Club, Girls Club, YMCA or YWCA for supervised activity between the time school is dismissed and the time their working parents arrive.

The program uses two city buses, the Boys' and Girls' Clubs' vans, and taxis to pick up the children each day at their schools and transport them to one of the four agencies where they stay until their parents take them home. The children in the KARE-4 Program spend time involved in crafts, swimming, and other enrichment activities, rather than sitting at home alone in front of the television.

- Safe and Sound at Home Alone is a Girl Scouts of the U.S.A. Project for Latchkey children. The purpose of this project is to foster self reliance in children who must spend time at home alone or looking after brothers and sisters. The program provides activities which will help children take care of themselves when without adult supervision, prevent potential emergencies, and provide ideas for taking care of younger siblings.

- In many of the 12,000 chapters of Future Homemakers of America, home survival skills are taught. Chapters have training programs for adolescents in child development and child care. In the classroom, they learn both leadership and positive parenting skills, which they can apply later in life. The focus is to develop and build on the knowledge learned in school in a supervised afterschool setting.

- The Armed Services YMCA in Key West, Florida has an afterschool child care program for 35 children from kindergarten through sixth grade. It is located in an elementary school in the middle of military housing and is attended mainly by military dependents. The difference from babysitting is stressed to the parents. "Quiet" and homework time is set aside, and arts, crafts and music projects are organized. The program's objective is to respond to the developmental, curiosity, and creativity needs of a child by providing program activities that are relaxing, informal and noncompetitive, yet stimulating and adventurous.

- The YWCA of Los Angeles Child Care Program is a before and after-school child development program located in five elementary schools in the Los Angeles, California unified school district. The program serves children from kindergarten to age twelve. It is a collaborative effort between the YWCA and the school system. The school provides rent-free classroom space and access to the school playground, and the YWCA is responsible for program content and delivery. The program consists of readiness and enrichment activities, motor skill development, and athletics. It also involves parents by relating to the PTAs at their meetings, parenting sessions are provided which are available to all parents, not only those whose children are in the child care program. The YWCA is presently negotiating with five more schools to set up similar child care programs.

Senator HAWKINS Thank you very much.

Mr. Mathos.

Mr. MATHOS. Thank you for allowing me to be here today, Senator Hawkins, and I hope you will continue with your fight to save our school-age children, especially in the low-income areas.

I guess the best thing that I can bring to this committee today is a practitioner's point of view. I am supervisor for Adult and Community Education, Dade County Public Schools. I have been involved in one of the earlier starts of after-school care programs in Dade County and school-age child care programs.

I would like to talk to you first about a process, then about our program in Dade County, and then about some recommendations.

The majority of our school-age child care programs are conducted and coordinated through the community school program. In 1961, a group of educators visited Flint, MI, to view the community school program established in Flint. As a result of this visit, the first community school was established in Dade County at Ada Merritt Junior High. This became the first community school established in the State of Florida, in fact the first modern urban version of a community school.

The program at Ada Merritt met the need for communication and understanding between a rapidly growing Hispanic community emigrating from Cuba, an existent non-Cuban population.

As a result of this, the people in that community began to refer to Ada Merritt as their school.

Dade County public schools was pleased with this program, and immediately authorized in 1962 five additional schools. Currently we have 54 community schools providing for the needs of the community. These buildings are open from 2 p.m. to 10 p.m. and serve children as well as adult needs. In addition to community schools, we have 26 adult centers.

Why I mentioned this program relating to school-age child care, back in 1974, the Dade League of Women Voters, realizing that there was a growing number of women entering the workforce, realizing the increasing amount of single-parent families, realizing a need for school-aged child care, brought forth the idea and made it public that there was a growing need for schools to provide a safe environment after school until parents could pick their children up from school. The first city that came forth in providing funding was the city of Miami. This was a cooperative effort with three pilot projects. Later, Metropolitan Dade County gave us funds for five additional programs. In the State of Florida, we are blessed with public officials obviously that meet the needs of our community, and we have a Health and Rehabilitative Services Program that provided additional funds in schools back in 1974.

The other community schools in the area emulated the pilot projects, and they developed 29 additional programs.

Around 1982, the problem became critical, and using a community education process, other agencies were asked to come into the school system. Currently, as a result of this effort we have 142 programs serving approximately 10,000 children. This is not done only by the school system. The YMCA, the YWCA, and other school allied organizations have been asked to come into the schools. Fifty of those programs are run through community school programs di-

rectly by the school system; the others are coordinated through the agencies at our various sites. We have 176 elementary schools. We are the fourth largest school district in the Nation. We have only 30 schools left. I say only 30 schools left, and when I make that statement, I cringe because what are those 30 schools doing? Those 30 schools are in low-income, predominantly low-income areas. Those 30 schools are in need of child care just like the affluent areas. Without State funding, without Federal funding, we have developed a program for the affluent. And those are the people that are being served. Once again, people who need the service the most are receiving it least.

Not to belabor this point, however, affluent families also deserve this service. And under a multiagency approach to serving the child care needs, the affluent are served along with those that are not so fortunate.

There is another group that we need to mention when we talk about child care needs. We are proud of our successes in Dade County. We are proud of our school system and our school board that took leadership in providing these school-age programs. However, there is a group of exceptional students which I have not heard mentioned yet. Public law states that we must provide an education for these students. Where do they go when the school bell rings? Do not their parents have the right to work? Do not their parents have the same rights as parents of normal children? We generally have to pass on these costs to those parents because our programs are primarily fee supported. Those costs can range as much as $30 to $40 over normal costs for afterschool care.

Currently, I feel the State of Florida has taken a big bite out of the problem and provided funding. I feel that our local school board in Dade County has provided assistance. I feel it is time for the Federal Government to take a clear and careful look at the multiagency approach to funding programs. Let us look at these cost-effective programs to see if possibly a few Federal dollars may be stretched to provide more services than could be otherwise funded by establishing new networks and new delivery systems.

The major purpose of our afterschool care programs in Dade County is to provide a safe, familiar, and supervised setting for elementary school-aged children after their regular school day. We are not limited to that. We are entering into before-school programs based around existing breakfast programs.

The additional purpose is to help children participate, develop self-confidence, resourcefulness, and the ability to get along with others, as well as to develop physical skills. Many other activities are planned each day, including homework, snacks, involvement with agency people, tutorial programs, Girl Scouts and Boy Scouts. 4-H clubs take place with these students in the afternoon, realizing that we must act as surrogate parents.

Mr. MATHOS. Going back once again, we talk about possible benefits of school-age child care for exceptional students. One benefit for exceptional student parents could be possibly a respite provided in the afternoon for those people who keep their children at home. This could ultimately result in decreased residential placements which school systems are finding harder and harder to fund as more and more residential placements are made. If parents were

possibly given this opportunity, those of exceptional education students, to have low-cost, or at least afterschool care fees at the same rate at which everyone else would pay, we feel that this could reduce residential placement, which is very costly to the State and school system.

Increased stability of afterschool care programs for parents with special needs is definitely one of the areas we are having the most problem with in Dade County.

The other area that would help if we had increased funding for special need students would be that of allowing these students to socialize with normal children. Parents with educable, trainable children need the ability to have their children socialize, which increases their ability to get along in the school system.

So basically what I am saying here is that we have an excellent program in Dade County. We need to improve quality. Without funding, we cannot improve quality in these programs. We cannot make them equitable for all people in the community without funding. If proper funding does not take place, we are destroying thousands of youth in Dade County who seek afterschool care in a park or in a locked home, who have to rely on peers for education. Generally in low-income areas, the education that you get on the street is not one that will further them along in the future.

Awhile back, I had the privilege of attending a conference in which Michelle Seligsen, director of the school-age child care project, outlined some needs for community schools. And she said that school administrators believe and the limited research corroborates that the lack of out-of-school supervision of children may lead to their poor performance in school, greater depression and fear, and increased vandalism, school vandalism. She also said that the overhead costs could contribute to healthier budget for staff and materials and reduce the cost of transportation to other centers. She also indicated schools may use afterschool care with a strategy to build attentive, supportive—public support from the public.

When moving to a new neighborhood—and this happens in Dade County every day, I get calls every day, does that school have an afterschool care program? Do they have some type of child care facility? This is a drawing card to many of our communities.

Afterschool care programs have assisted in touchy areas, such an integration, where parents would rather enroll their child in a school that had afterschool care services as opposed to seeking other routes.

So I would urge, in summation, that not only you continue your fight for reauthorization of legislation, but we also go one step further and study cost-effective models. I am not saying only school models in schools but all cost-effective models to determine the best type of funding that could be made available to the States for school-age child care programs.

I thank you for your time.

Senator HAWKINS. Thank you, Mr. Mathos.

Ms. Nowels.

Ms. NOWELS. My name is Suzann Sutton Nowels, and I am vice president of the Junior League of Salt Lake City, UT. I am also personally a licensed social service worker. And when I was work-

ing, I spent 2½ years with the State day care department and 2½ years as a protective service worker investigating child abuse and neglect referrals.

I have prepared a written statement for the record in these proceedings and, with your permission, I would like to summarize the text.

Senator HAWKINS. Thank you.

Ms. NOWELS. I am honored to speak with you today, not only as a vice president of the Junior League of Salt Lake, but as a representative of over 300 women who, as league members, believe that the league's purpose, in addition to being educational and charitable, is to promote voluntarism, develop the potential of its members for voluntary participation in community affairs, and to demonstrate the effectiveness of trained volunteers.

The Junior League of Salt Lake City has demonstrated over the past several years a particular interest in children's issues. Too often in the past, the problems facing children have been ignored and pushed aside for more vocal issues. Today finds many national and local groups working to protect the rights of those children, our Nation's most important resource. The Junior League of Salt Lake is proud to be such an advocate.

One mounting issue facing the children for whom we advocate is that of quality of child care and the availability of it to working women.

We appreciate the leadership that our own Senator Hatch has provided on behalf of this legislation and hope that he will continue and continue to support you in your legislation that deals with the child care needs of our Nation's children.

For this purpose, let me tell you about Utah and the community research that we did in 1982 that resulted in the junior league's development of our resource and referral project, child care connection.

In March 1984, with a very frugal budget of $8,000, our project opened its doors. The process was a very simple one. We compiled, with the help of the State day care licensing department, a list of licensed providers by ZIP Code. This information was then programmed into a computer, and the list was augmented with additional information regarding in—home care, family base care, and institutional care or child day care centers. Staff ratios, qualifications and information on comparative costs, time availability, and curriculum were also included. Specific needs were also added, such as sick care, infant care, afterschool and handicapped needs, or even night care, just to name a few.

Since the project was not only a referral process, but designed to be a resource and to impact the quality of child care, information was developed and formulated to interview our clients on their specific needs. Most importantly, we developed an interviewing process in which we could almost counsel the parents on what to look for when screening potential providers.

The written testimony has specific detail and direct examples of these child care needs and the people who use these services.

The volume of the calls that we received has been consistent. The child care connection is open for only 3 hours a day, 4 days a week, receiving an average of 20 calls per day. The process for re-

ferral takes approximately 20 minutes per call. With the number of volunteers and funding we have, we cannot handle a higher volume and maintain quality control. This was dramatically demonstrated to us in January 1985, that our efforts were not even enough to address the magnitude of child care needs in a city relatively the small size of Salt Lake.

A local television studio offered to produce for us a public service announcement video. We arranged with all four of our area television stations to run this PSA about child care connection for an entire month. In that 1 month, the agency received more than 2,000 telephone calls for referrals. Volunteers could not handle the huge volumes of calls and were absolutely overwhelmed. Every morning when they opened up, there would be over 100 calls on the answering machine to be returned for that day. This created a 3-month backlog of phone calls that we had to follow up with. As a result, we asked the stations to pull the PSA after 2 weeks, not to further jeopardize our quality of service.

This critical need for service is not going to disappear. And even as this issue comes to debate, more and more women are returning to the workforce. Funding for this legislation would send a strong message to private business that the Government recognizes the need and that businesses too need to take a look at this issue.

The successful resource and referral project, we feel, is one that combines a partnership between private business, the Federal Government, your local community, community government, and volunteer organizations such as the junior league.

We want to emphasize that we do not expect the Government to provide all the funds necessary to meet our goals. We plan to continue to do our part, but we know that your support for this kind of legislation would ensure that services, such as child care connection, are able to continue.

I want to thank you for your time and the opportunity you have given me to speak today. And I have attached copies of the child care connection information forms, and I would like to submit for the record the association of junior leagues brochure on parental leave.

[The prepared statement and brochure of Ms. Nowels follows:]

The Junior League of Salt Lake City
952 East 900 South
Salt Lake City, Utah 84105
(801) 328-1019

TESTIMONY

OF

THE JUNIOR LEAGUE OF

SALT LAKE CITY, UTAH

ON

REAUTHORIZATION OF DEPENDENT CARE PROGRAMS

BEFORE

THE SUBCOMMITTEE ON CHILDREN

FAMILY, DRUGS AND ALCOHOL

OF

THE SENATE COMMITTEE

ON

LABOR AND HUMAN RESOURCES

My name is Suzann Sutton Nowels. I am vice president of the Junior League of Salt Lake City, Utah and a licensed social service worker from the State of Utah who spent two and one-half years working with the State's Day Care Unit, and two and one-half years as a protective service worker investigating child abuse and neglect referrals.

I am honored to speak with you today, not only as a vice president of the Junior League but as a representative with the support of over 300 women who, as League members, believe the League's purpose, in addition to being educational and charitable, is to promote volunteerism, develop the potential of its members for voluntary participation in community affairs, and to demonstrate the effectiveness of trained volunteers.

The Junior League of Salt Lake City has demonstrated over the past several years, a particular interest in childrens' issues. Too often in the past, the problems facing children have been ignored or passed aside for more vocal issues. Today finds many national and local groups working to protect the rights of this important national resource. The Junior League of Salt Lake is proud to be such an advocate.

One mounting issue facing the children for whom we advocate is that of quality of chid care and the availability of it to working women. It is a critical need not only in Salt Lake but in every community throughout this country. To help address this need, I am here today to urge your assistance in obtaining release of the $5 million which was appropriated for the State Grants for Dependent Care Planning and Development, which authorizes funding for school-age child care programs and dependent care information and referral. This legislation, familiarily known as the Dependent Care Block Grant, is needed to provide financial assistance to those agencies striving to help women in our work force and their children who rely on child care during working hours. We appreciate the leadership our Senator, Orrin Hatch, has provided on behalf of this legislation and hope that he will continue to support legislation that deals with the child care needs of our nation's children. Specifically, we urge that he oppose the Administration's proposal to rescind funding for this legislation and support efforts to reauthorize the Dependent Care Block Grant so that it can be effectively implemented.

I am sure that you are aware of the statistics impacting the necessity for this legislation. I will list only a few. Keep in mind that as each year passes, these numbers are growing with no foreseeable decline. These trends are:

- The average age of a first-time bride is 21.7 years, and her marraige is likely to last not quite 7 years.
- One in 6 teens is pregnant when she marries.
- A startling 50% of all married women get divorced.
- Of every 5 workers added to the work force in the last decade, 3 were women.
- More than 53% of all women are in the labor force.
- 60% of all children under the age of 18 have mothers in the labor force.
- 41% of mothers with children under age one are in the labor force.
- The number of female-headed households has increased by 97% since 1970.

In many low-income families, both parents have to work in order to maintain a minimally comfortable standard of living for their families. In other cases, women work to pursue a career for personal fulfillment, but they also want to have children and, yes, child care is necessary.

Local Research/Junior League Position:

With this national data in mind, I'd like to speak directly to Utah and the community research that was done in 1982 resulting in the Salt Lake Junior League's development of our resource and referral project, Child Care Connection.

Utah's labor force has nearly tripled in the last 30 years, with 54% of the new workers being women aged 20-34. Utah also has a birth rate twice the national average and an exceptionally high divorce rate. Thus, there are more families headed by women. There are over 100,000 children under the age of 5, and 75,000 children between the ages of 5-9 with working mothers in Utah. To accomodate these children, there were approximately 15,000 licensed child care slots available.

With this research, and the commitment to impact this critical community need, the Junior League of Salt Lake City voted overwhelmingly to initiate the project, originally titled "Women and Family: Support Systems." in March of 1983. The project itself, now titled Child Care Connection, was an advocacy statement to the community that the Junior League was, and is, concerned and committed to the child care issue.

The development of the project resulted in the adoption of a position statement by the Junior League of Salt Lake City on child welfare, which reads:

> We are committed to ensuring that all children have the opportunity and services essential for their physical, intellectual, emotional, and social growth, and will advocate to see that such opportunities and services are provided.

The Association of Junior Leagues

The Association of Junior Leagues is an international women's volunteer organization, representing approximately 160,000 individual members. The Junior League of Salt Lake City is one of the 255 member Junior Leagues in the United States. Junior Leagues promote the solution of community problems through voluntary citizen involvement and train their members to be effective voluntary participants in their own communities.

The Junior League of Salt Lake City's project fulfills the Association of Junior League's position statement on children which was adopted by the delegate body at the Association's annual conference in 1978, and reaffirmed each year since its adoption. The position statement reads as follows:

> The Association of Junior Leagues is committed to ensuring that children have the opportunities and services essential for their physical, intellectual, emotional, mental and social growth and will advocate to see that such opportunities and services are provided.

The project also addresses issues adopted by the Association's board, supporting legislation in one or more of the following concept areas:

1. Child care should be easily accessible and affordable to all parents who want it.

2. A wide variety of child care programs should be available to meet the needs and preferences of children and their families.

3. Certain minimum standards of licensing requirements should be in place to ensure the health, safety and well-being of children.

4. Strong information and referral systems should be established.

The project also would begin to address the Association's position statement on Women as it relates to economic needs by opening doors to businesses and business options for women and single parents. The Association's Women's position statemant reads as follows:

> The Association of Junior Leagues supports the goal of fair and equal opportunities for women and will advocate for the attainment of this goal.

CHILD CARE CONNECTION:

The Child Care Connection project attempts to pull together, as an information package, the communities' child care concerns and the variety of choices facing women as they enter the work force. The fact that this resource and referral project confronted so many issues and was still able to address them all is its greatest strength. The structure of the project gives it the ability to communicate its goals concisely and its sensitivity in dealing with a community just awakening to future options for changing family structure made it very timely. The impetus for this project came through the recognition that child care is inseparably related to the goals of fair and equal opportunity for all parents and their children.

In March 1984, with a frugal budget of $8,000.00, our resource and referral project opened under the name of the "Child Care Connection." The process was simple. We compiled, with the help of the state day care licensing department, a list of licensed providers by zip codes. This information was programmed into a computer. The list was augmented with additional information on each provider to include data on (1) family-based care, (2) in home; and, (3) institutional care. Staff ratios, qualifications, and information on comparative costs, time availability, and curriculum were included. Specific needs were also added, such as sick care, infant care, after-school and handicapped night care, to name a few.

Since the project is not only a referral process, but designed to be a resource and to impact the quality of child care, information was developed and formulated to interview our clients on their specific needs. Most importantly, we developed an interviewing process in which we "counsel" the parent on what to look for in screening prospective child care providers. This counseling process was developed at the recommendation of the Utah State Day Care Department which had become concerned about the "authority phenomenon" that occurs with many mothers who place their children in child care. As a result of this phenomenon, the mother has a tendency to relinquish her authority to the provider--even though she may not approve of, or may worry about the manner in which the provider cares for her child because she feels that the caregiver has control over her. Our counseling program is designed to provide parents with guidelines that will assist them in choosing child care providers wisely.

Operation of CHILD CARE CONNECTION:

Once the information was computerized, and with 15 volunteers trained in both computer and interviewing skills, we launched forth. The annual report for 1984, our first year of operation, submitted by Patricia Kimball, co-director of the program, sums up the positive reception of the project and its results by the community:

> In March 1984, Dorothy F., a secretary and a single mother of three (ages 10, 4, and 1) faced what working mothers dread most. Her baby sitter, a woman much appreciated by Dorothy and loved by her children, announced that she was not going to be sitting anymore. "She said she needed to earn more money," says Dorothy, "and I didn't know what I was going to do.
>
> Lorrain C., also a secretary, had a similar problem. Up until a while ago, she had relied on relatives to take care of her 21-month old child. But that situation had changed and her sitter too was about to become unavailable. Lorraine needed someone else, fast.
>
> And there's Ty P., a disabled father, who shares looking after his four-year old son with the boy's grandmother while Ty's wife works. Ty was looking for some kind of group program or pre-school for his son. Money is a definite problem though.
>
> Dorothy, Lorraine and Ty all called Child Care Connection. Billed as the "who, what, where, and how much of child care in the Salt Lake Valley," Child Care Connection helped these parents, and many others find the type of child care they want and can afford. The service is free both to parents looking for child care and for child care providers who wish to be referred.

We have mailed roughly 800 questionnaires to licensed child care providers in the Salt Lake area, says Karen Hyde, co-director of the program. When the providers return the questionnaires to us, we enter the information into our computer and then are able to call it up as requested. Information from the questionnaires includes the child care provider's location, hours, rates, size, type of child care (child care center, family child care home, preschool, or kindergarten) and special services offered such as handicapped, gifted or sick care, meals and snacks, and transportaiton to and from home or school.

It's great! says Dorothy. I called and they whipped out a bunch of names within my work area and near where I live. For Dorothy who needs full-time care for two children, it was important to find a child care provider who offered a discount for more than one child per family. "Child Care Connection was able to give me the names of those who give discounts. I checked a few out and found a really good one."

Our resource and referral service is unique among others of its kind across the country; it started by using the latest in computer technology to make and track its referrals. "We were advised by others who have done this sort of thing elsewhere that we ought to start with a purely manual system." says co-director Hyde. "But it seemed foolish to turn our backs on the technology available for not very much money. Sure, there are some bugs to be worked out by nothing insurmountable. Basically, the computer works well." We hope by making it easier to find child care, we will not only make life less stressful for working mothers, but we'll also attract more and better quality child care providers into the system.

Hyde is quick to point out, however, that Child Care Connection by no means endorses the child careproviders they refer. "Our only requirement is that the provider by licensed, meaning that she or he has met certain minimum standards as set out by the State of Utah....It is up to the parent to take the time to check out these people and decide for themselves whether or not they will meed their needs. For those who are unsure about how to evaluate child care, we can offer some basic guidelines." adds Hyde.

Besides helping parents find child care, another thrust of the project is to encourage employers to begin helping employees with their child care needs. "This doesn't have to mean an on-site child care center," says Suzanne Clow, a child care specialist at the Phoenix Institute in Salt Lake. "There are other options."

With this type of success in three months of operation, we believed that a good resource and referral program would positively impact the standards of child care by making child care providers more accountable for the services. For instance, if a child careprovider is in business to make money caring for children, her care

must meet, or beat, the quality the parent is looking for in order to stay in business. Parents have many times called back to our office to report what they have found regarding a particular service. Sometimes, their findings are not all positive. So, with the cooperation of the State Day Care Licensing Department, we have recently incorporated a "complaints" procedure. We take the information as reported to us, and refer it directly to the State for investigation. This results in a higher quality of child care provider since only those with good standards will consistently have business.

The volume of our calls seemed to be consistent, from the time we opened. The Child Care Connection is open for three hours a day, four days a week, receiving an average of 20 calls per day. The process for referral takes approximately 20 minutes per call. With the number of volunteers and funding we have, we cannot handle a higher volume and maintain quality control.

However, it was dramatically demonstrated to us, in January 1985, that our efforts were not enough to address the magnitude of child care needs in Salt Lake City. A local television studio offered to produce for us a public service announcement about the Child Care Connection. We arranged with all four of the area t.v. stations to run this PSA for the entire month. What occurred stunned even those who had compiled all the research for this project. In that one month, the agency received more than 2,000 calls for referrals. Volunteers could not handle the huge volume of calls and were literally overwhelmed. When we opened each morning, there would be over 100 calls on the answering machines waiting to be handled. This created a three-month backlog in pending phone requests. As a result, the Child Care Connection project asked the stations to pull the PSA's after two weeks in order not to jeopardize the quality of our service. What that means in statistical terms is:

> On an average month (without the PSA) we receive 200-300 referral calls.
>
> During January 1985 (with the PSA), we received 2000 calls.

We would like to run the PSA again but do not have the resources to meet the need. It is a frustrating dilemma but one which our funds will not allow us to address.

Funding and the Future:

The project was designed for all families, and, therefore, was to be offered as a free service. We have found that we serve a very broad spectrum of the population. Only an approximate 10% of referrals given are welfare recipients. The majority are predominately from middle to lower-middle class parents. Without the development of additional funding sources, Child Care Connection will be forced into a fee-for-service structure. Many information and referral programs in this country find it necessary to charge as much as $25.00 per referral in order to meet expenses. This type of program, then, becomes a service only for the wealthy who can afford it. We believe this would defeat the whole purpose behind our project concept. That is why we support the federal initiative.

Benefits of Resource and Referral Services:

Resource and referral centers, such as Child Care Connection, become an excellent resource in tracking the trends in child care. They provide information on women in the work force--how many there are and what kinds of jobs they hold. They track needs of care and services for children, for example, how many are requesting after school care or summer placements. Child Care Connection, itself, could easily be expanded to identify areas where providers do not exist, and through a marketing and training program, recruit and encourage the development of licensed providers to meet the demands for child care. Further, in helping identify areas of need, Child Care Connection could provide statistical research, for example, which would be critical to the development of "latch key" alternative programs and the growing need for infant care. Because of the growing number of parents with young children needing care, we support the Association of Junior League's efforts to encourage development of a national parental leave policy and wish to research a position for possible adoption by the Junior League of Salt Lake City. A copy of the Association's report, "Parental Leave: Options for Working Parents" is attached.

Currently, we do not have the funds to address these needs. The Child Care Connection has been unanimously supported by every and all of Utah's public and private agencies including the State Division of Family Services which has agreed to pay the salary of our director for the coming year. But, I'm afraid that if we

are to be true to our name and concept, we must expand beyond our current ability of only being able to give referrals. We must expand to be a resource.

Similar projects, including those developed by other Junior Leagues, have evolved to include such needed services as sponsoring support groups, hiring professionals to staff and teach their programs, sponsor toy banks, and safety care seats for rent, etc. The expansion possibilities are endless.

The critical need won't disappear, and we do not have the resources to do more, but, agencies need funding--and soon. Even as this issue comes to debate, more and more women are returning to the work force. Funding for this legislation would send a strong message to private business that the government recognizes the need and that business, too, should take the time to look at this issue. The successful resource and referral project, we feel, is one that combines a partnership between private business, the federal government, the local community, and volunteer organizations, such as the Junior League. With your support, this message could place the federal government in a leadership position in the child care area, since most states will not offer this service without seed monies from the federal government. Someone needs to assume the initiative to address this critical need because it is inevitable and growing.

When this legislation was first passed and the monies on this bill were first appropriated, we felt encouraged, and, yes, excited at the opportunity to make the Child Care Connection a full service resource and referral project. We have watched with growing concern as appropriations for this bill were delayed, and once approved, not released to the states. We want to emphasize that we do not expect the government to provide all the funds necessary to meet our goals. We have worked hard with agencies such as Work Family in Boston to contract with employers, such as IBM, to provide seed monies and fees for our services to their employees. We seek the support of our local governments in coalition with our private partnerships. However, the longer funding for this legislation is at issue, the weaker our position becomes. We feel that further delay on this legislation will give agencies, businesses, and the private sector the impression that information and referral projects are not worthwhile or worth future support.

In closing, if I could leave you with any words of encouragement to support the Dependent Care Block Grant, they would be: In a community of relatively small size such as Salt Lake City, we of the Child Care Connection have, in a year's period of time, reached out to over 2,000 families affecting over 3,000 children. Parents have expressed to us the tremendous pressure that they feel in being working parents, juggling a job with child care responsibilities. Resource and referral projects such as Child Care Connection have reduced their pressures and have enhanced job performance. We are also beginning to hear a positive response from the business community. Increasingly, businesses inquire about referral contracting. Child Care Connection volunteers are being utilizied to speak at local, technical colleges, employees' unions, and business seminars. But, we need help! Your action is needed to address the child care issue--in what is a national concern, not just Salt Lake City's--which presents multi-faceted problems to our changing society and work force. Funding for the Dependent Care Block Grant would provide a tangible service to some communities and expansion to others such as ours, promoting quality child care through the education of parents as consumers. This legislation is an extremely positive step in protecting our nation's most vital resource--our children.

Thank you for your time, and the opportunity you have given me to speak with you today. I have attached copies of the Child Care Connection information forms to my testimony and would be happy to answer any questions you may have.

Suzann S. Nowels
Junior League of Salt Lake City
Projects Vice President

(Editor's Note: Due to printing limitations, and in the interest of economy, the material attached to this statement was retained in the files of the committee.)

Senator HAWKINS. Thank you.

Ms. NOWELS. I would be happy to answer any questions you might have.

Senator HAWKINS. Thank you very much.

The national collaboration for years was very active in the original development of this act, and your individual organizations have been pioneers in providing latchkey programs for school-age children.

You cite the need in your testimony for guidelines of quality programs and clean and safe environment. Are you suggesting any guidelines?

Ms. GATES. Yes; in our written testimony, we outline specific recommendations. We ask for clearly written position descriptons and guidelines with respect to personnel, because of our strong feeling that the people who are directing and working with children after school make the largest difference in the quality of the program. We have made a number of specific suggestions about guidelines for personnel.

Senator HAWKINS. Do any of the existing latchkey programs operated by your members have a sliding scale that tracks income? Do any of the latchkey programs operated by your members have a sliding fee?

Ms. GATES. Well, the agencies operate in different ways. And I think that most of them do have some way or the other of contending with the income differential among the people using the service.

Senator HAWKINS. Would you provide that for the record?

Ms. GATES. I would be happy to.

Senator HAWKINS. That would be helpful.

For the Senate Day Care Center here, we have been holding fundraisers to establish a scholarship fund for fees for the lowest income families.

Do you encounter families that are unable to pay the fees?

Ms. GATES. Of course. There are many families in this situation. Most of the organizations I represent are at least partially funded by United Way. In other words, they receive funding from the community that enables them to provide such service. It greatly underwrites the cost of their providing affordable service. Otherwise these children's needs would be unmet.

Senator HAWKINS. I interrupt this panel at this time. Senator Grassley has joined us. I appreciate your attendance.

Senator GRASSLEY. I have no questions.

Senator HAWKINS. Suzann, how many referrals did you say you handled each month?

Ms. NOWELS. We are finding that we get approximately 200 to 300 referrals in a month, which we estimate that we are probably affecting 2,000 families a year and 3,000 children.

We have picked up some general trends in the first 8 months that we were open and operational; 75 percent of the families that called requesting our services were two-parent families.

Senator HAWKINS. Two-parent?

Ms. Nowels. Two-parent families.

Senator HAWKINS. Seventy-five percent of those who called in, both parents worked.

Ms. NOWELS. In the first 8 months of 1984 that we were open. And the reason that they gave for needing child care was that the mother was returning to work in full-time employment. And of those, one-third of the families using that help, Child Care Connection, one-third of the families had children under the age of 1.

Senator HAWKINS. One-third under 1.

Do you work with any private businesses?

Ms. NOWELS. We have established, I believe, through Work Family of Boston, that IBM has contracted with us for a fee for service for their employees. They gave us $1,000 in seed money. And when their employee uses our referral service and finds a provider, they pay us $100.

Senator HAWKINS. $100?

Ms. NOWELS. Yes.

Senator HAWKINS. I noted the Junior League also favors the parental leave policy for new parents.

Do you have any additional information or your organization's views for the hearing record on that?

Ms. NOWELS. I do. I have a brochure I will leave with you.

Senator HAWKINS. Thank you.

Ms. NOWELS. We had a conference recently on parental leave.

Senator HAWKINS. Do you have any ideas how we can get the private sector more involved in providing dependent care services to their employees?

Ms. NOWELS. I think it would help immensely to get this money out and into the States, to give them the impression that the Federal Government takes this issue seriously. It is very hard to go out to them and sell a concept of resource and referral unless you have something up and going. Businesses do not seem to want to buy into something they cannot tangibly feel or touch.

Senator HAWKINS. Is that still true when I read that it is the No. 1 fringe benefit that new employees are asking for now is child care?

Ms. NOWELS. Well, we have found in Salt Lake IBM right now is the only one showing the interest, and that has come from the national push.

Senator HAWKINS. Well, maybe we can help you.

Thank you.

Dade County uses many sources of funding, I am sure. And I understand the school board does not feel its budget will permit it to fund the program. But it does provide facilities, Mr. Mathos, am I correct?

Mr. MATHOS. Yes; we operate some directly that are funded by parent fees and through title 20 grants.

Of the agencies that offer after-school care, 50 of the 142 are operated through community schools. The agencies that provide programs in the schools are offered the facility free, and we also make available our cafeteria and provision for food if they so desire.

Senator HAWKINS. Do any of these programs offer before-school care?

Mr. MATHOS. Yes, they do.

Senator HAWKINS. What time does that start?

Mr. MATHOS. Generally it is a 7 o'clock program until the start of school, to around 8, 8:15, 8:20.

Senator Hawkins. Since Dade County is a melting pot for the United States and linked closely to tourism, are the hours of the working parents predictable since we have so much service-industry-related work? Most of these children, I imagine, are not 9 to 5.

Mr. MATHOS. We find that most of the children that are enrolled are picked up. That is not to say that maybe there is some need that we are not aware of for child care into the evening.

Currently we are looking at setting up child care in our adult education centers during the evening hours. We have a pilot project starting in about 1 week.

Senator HAWKINS. Very important.

Did you give me a breakdown on how many of the programs are located in schools and how many are in community centers?

Mr. MATHOS. Well, all the programs we coordinate are located in schools. There are 142 schoolsites. We do not have any that we directly operate that are not in schools.

Senator HAWKINS. Do your programs participate in a Child Care Feeding Program or the School Breakfast Program?

Mr. MATHOS. Not currently. That is on an individual basis. There are two schools that are involved in that program.

During the summer, all of our schools that are financially eligible go into a summer feeding program.

Senator HAWKINS. Thank you. We would like to work with you and see if we can do something for the lower income children in your community.

Mr. MATHOS. Thank you.

[The prepared statement of Mr. Mathos follows:]

SCHOOL AGED CHILD CARE PROGRAMS

TESTIMONY
BY

JOSEPH H. MATHOS, SUPERVISOR
DIVISION OF ADULT AND COMMUNITY EDUCATION

DADE COUNTY PUBLIC SCHOOLS
1450 NORTHEAST SECOND AVENUE
MIAMI, FLORIDA 33132

MARCH 6, 1986

The majority of the school aged child care programs operating in Dade County Public Schools are operated directly or coordinated through the Community School Program. This program began in Dade County when in 1961 a group of educators from Dade County visited Flint, Michigan to observe the Community School Program. As a result of this visit the first community school was established in Dade County at Ada Merritt Junior High. This became the first community school established in the State of Florida, in fact, the first modern urban version of a Community School in the entire southeastern region of the United States.

The program at Ada Merritt Junior High met the need for communication and understanding between a rapidly growing Hispanic population immigrating from Cuba and the existing non-Cuban population, both of whom were sending their children to the same school. By extending Ada Merritt's hours and inviting the other's languages, both groups came to feel a sense of belonging and to view Ada Merritt not simply as "a school" but as "our school".

The Dade County School Board, pleased with the results of the first community school venture, approved the Community School Program in 1962. During the 1962-63 school year the program was expanded to five other schools. Currently there are 54 community schools throughout the county.

Community Schools provide educational, cultural, and recreational classes and activities. These programs offer classes and activities from adult education centers, community colleges, local universities, and programs in cooperation with various governmental and non-profit organizations. In addition, community schools offer a wide variety of fee-supported activities for both children and adults.

In 1974 the need for after-school care was made public by the Dade County League of Women Voters, the school board and interested public officials. They turned to the community school program for assistance in developing a pilot program at three schools in Dade County. Support funding was provided by the City of Miami. The success of this project prompted Metropolitan Dade County to provide support funds for five additional programs. The cities used federal revenue sharing funds for this purpose. In 1975 expansion continued to five additional schools through a Title XX grant. Community schools emulated the pilot projects and supported after-school care programs through the use of parent fees. The After-school care program expanded to include 29 schools.

Owing to a variety of factors - more families with both parents working, more single-parent families, and fewer community resources for child care during the after-school hours --- many of the community's elementary-aged children were left unsupervised during the after-school hours. In the spring of 1982, the Dade County Public School System began exploring ways to expand after-school care programs to meet the community's need for safe and supervised care for its elementary school children after regular hours.

As a result, the Dade County Public Schools' Department of Adult and Community Education now offers after-school care programs through the community education program. Agencies offering after-school care services in Dade County Public Schools must be school allied organizations. Principals may choose the program which will best meet their community's after-school care needs.

After-school care programs have several goals:

1. To provide a safe, familiar and supervised setting for elementary school children after their regular school day. Programs are planned to take place in elementary schools.

2. To help children who participate develop self-confidence, resoursefulness, and the ability to get along with others, as well as to build physical skills. Many activities are planned each day including snacks, homework and recreation.

3. To help provide a daily sense of continuity for participating children.

At this time, Dade County Public School's Community Schools operate their programs under the direct supervision of a teacher or administrator. Activity leaders--individuals from the local community, college students, and homemakers--provide activities to and direct supervision of participating children. Other service providing agencies use individuals from the local community, colleges students and homemakers as site directors and counselors.

The after-school care program has grown dramatically. In 1974-1975 13 schcols had programs serving 1300 children. In 1985-1986, 142 schools have programs serving over 10,000 children. This means that only 30 schools are without any services during the after-school hours.

It is critically important that you know that parents must pay a fee for services (ranging from $10 - $20/week, but generally $15/week per child). All after-school care programs must support themselves (staff, snacks, supplies and materials) on the fees parents pay. At this time there is no charge to after-school care programs for the use of the school building.

While $15/week (less than $1 an hour) for a child to participate in after-school care may not seem like much, for a family with several children, or headed and provided for by a single parent, this cost may mean the difference between a safe, adult-supervised afternoon, or after-school hours spent locked inside a home, alone and vulnerable. In our low income communities, we make every attempt to reduce the fee but this means we have fewer supplies, materials and games. We may even have to ask parents to provide the snacks for their children. We are not able to lower the fee enough for most families in our low income communities to participate.

A counter arguement to after-school care programs that is often heard is that children who are taking care of themselves (self-care) grow in independence and responsibility. However, while some challenge does produce growth, it is critically important to understand that when this challenge or responsibility

is granted pre-maturely, it can cause lifelong damage. Parents must make that choice but when after-school care is not affordable or accessible (as in our low income communities) there really is no choice.

We are fortunate in Florida and in Dade County in a number of ways. We have some, though very limited, Title XX funding to serve school-aged children. We have "working" after-school care programs in place in almost every elementary school; 142 programs throughout the county. This is accomplished through a multi-agency approach. Child care service providers include the American Family Christian Association, the YMCA, the YWCA and the Dade County School's Community School program. These agencies all share a common problem. This problem is concerned with serving the after-school care needs of special education students.

Currently there are approximately 200 exceptional students enrolled in after school care programs offered by the Dade County Public Schools. These services are not properly funded by the school system, the child care providers and cannot be properly funded through parent fees. Areas such as the employment of qualified staff, staff development, affordability, and desemination of information about these programs cannot be addressed without a proper funding base. Many benefits can be derived from establishing a source of funding for special education students enrolled in after-school care programs. Listed below are just a few:

1. Reduction in the amount of residential placement.

2. Increased availability of after-school care programs for parents of special needs students.

3. Improvement of opportunities for special needs students to socialize with other children, which will assist in their development.

The lack of after-school care services in Dade County and other counties forces parents to seek respid care or residential placement for children who might otherwise be accomodated at home. The cost of after-school care for exceptional students when programs can be located is far beyond the means of most parents. Therefore, a funding source for Dade County and other counties needs to be identified. Increased child care slots through HRS and additional funds for school districts offering after-school care services should be further examined.

If funding can be identified the possibility of decreased residential and educational placement will benefit both HRS and the school system. Government needs to help parents of special education students keep their children. To accomoplish this government needs to assist these parents with the additional cost involved in raising a child with special needs.

On December 10-12, 1984, 100 policymakers with a history of involvement in the field of early childhood care and education met at Spring Hill Center. The group was convened to begin a dialogue regarding a range of possible service arrangements which would bring the assets of the public schools and other child care organizations closer together.

At that conference Michelle Seligson, Project Director of the School Age Child Care Project at Wellesley College, listed the following reasons for school involvement in school age child care:

1. School administrators believe, and limited research corroborates, that the lack of out-of-school supervision of children may lead to their poor performance in school, greater depression and fear, and increased school vandalism.

2. Lower overhead costs could contribute to a healthier budget for staff, materials, etc.

3. Schools may use after-school care as a strategy to build an attentive, supportive public, said Saligson. When moving to a new neighborhood, today's parents often ask a realtor not only which school is best, but which school has an extended-day program, she said.

4. Some schools faced with a court order to integrate have turned to after-school programs as "a magnet strategy in desegregation".

The Dade County Public Schools have a working model. Through the community education program we have taken advantage of United Way funded programs, local universities and various other community resources to provide school aged child care programs. With all the counties resources working together we are still unable to meet the school aged child's after-school care needs and before-school care needs in low income areas. The need for after-school care for exceptional education students is also in a similar state.

This information is presented in support of the reauthorization of the Dependent Care Program legislation. We hope that special emphasis will be given to properly appropriate funds for the portions of the legislation which apply to the delivery of school aged child care programs.

Senator HAWKINS. Before I dismiss this panel, I would like to welcome Senator Kerry to the hearing.

Do you have a statement, Senator?

Senator KERRY. Thank you very much, Madam Chairman.

I apologize to the many witnesses for not being able to be here earlier. Unfortunately, we are bouncing from hearing to hearing and I have another I have to go back to.

But I would like to ask unanimous consent that my statement be printed in the record, and would simply like to say that I support wholeheartedly not only the authorization at current level. I wish this is something we could get more money for because I think that at so many different levels of family structure, of child fundamental welfare and of opportunity, it is so essential to our ability to be able to grow and do a lot of things we are talking about doing.

So I thank you for your testimony in favor of it and will peruse the record personally and I can assure you I will be working on behalf of this reauthorization which I think is very important. Thank you.

Senator HAWKINS. Thank you.

[Additional material supplied for the record follows:]

STATEMENT BY

DORCAS R. HARDY

ASSISTANT SECRETARY

FOR

HUMAN DEVELOPMENT SERVICES

BEFORE THE

SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

COMMITTEE ON LABOR AND HUMAN RESOURCES

UNITED STATES SENATE

March 6, 1986

Senator Hawkins, and Members of the Subcommittee on Children, Family, Drugs and Alcoholism, I appreciate the opportunity to provide testimony on the reauthorization of the ~~program~~ of State Grants for Dependent Care Planning and Development.

As you know, we oppose reauthorization of this program. This narrowly-defined Federal categorical program duplicates services available through other programs and will create expectations that the Federal government will take responsibility for dependent care. States and communities, working in conjunction with the private sector, are better equipped to encourage the continued growth of school age day care and dependent care information and referral services.

Although this program was originally authorized in October 1984, no funds were appropriated by the Congress until mid-December 1985, when $5 million was made available by the FY 1986 Labor-HHS Appropriations Bill. The President's budget for FY 1987 requests rescission of these funds.

As you know, once a rescission request has been made, the funds involved may not be obligated until Congressional

action or the expiration of the 45-day period for Congressional action. Our lawyers tell us that this 45-day period ends in mid-April. At that point, if the Congress has not approved our rescission request, we will proceed to implement the program. Of course, we are working in the meantime on the necessary documents.

We recognize the importance of school-age day care and information and referral services for dependent care. However, we do not believe that the establishment of an additional categorical program for these purposes can be justified in a time of severe budgetary constraints, particularly when there is growing evidence that additional Federal dollars are not needed to fulfill the goals of the legislation.

Recent years have witnessed the proliferation of school-age child care programs, supported in part through Federal funds already being provided to states through the Social Services Block Grant (SSBG). In FY 1985, 52 States and jurisdictions used SSBG funds for child care. The President's budget proposes to fund the SSBG at the full authorization level of $2.7 billion in FY 1987. In addition, the Federal government supports child care costs at over $2 billion a

year through the Child and Dependent Care Tax Credit, which the President's tax reform proposal retains. This tax credit increased by 37 percent between 1982 and 1983, indicating the substantial growth in Federal support for helping families meet their dependent care needs.

In October 1985, a School-Age Child Care Symposium was held in Congressional office buildings. Service providers from across the country shared with the attendees the numerous successful program models they had developed and were operating to meet school age child care needs in their communities. Their success in using State and local resources was amply demonstrated and impressive. At the same symposium it was reported that ten States already had launched or were considering special initiatives in school-age child care.

Private employers, too, have made great strides in this area. Employer supported child care is the fastest growing movement in the child care field today, with over 2000 major companies involved in some form of support for their working parent employees. Corporations have developed a variety of innovative ways to support child care. Some companies, like Disneyworld in Buena Vista, Florida, offer on-site day care

for their employees. Others, like the Philip Crosby Associates in Orlando, Florida, have established dependent care assistance plans. Many other employers offer information and referral services as well as flexible leave policies, financial assistance plans, consortium centers and working parent seminars.

Clearly, the need for school-age child care is being addressed by the private sector and at the State and local levels, with Federal support provided through the Social Services Block Grant and Child and Dependent Care Tax Credit.

The other focus of the legislation is on information and referral services for dependent care. In this area also we have seen the rapid development of community and corporate responses to meet the need. Research and demonstration funds have promoted the development of information and referral services for a number of years. Since 1973 the Older Americans Act has required each State to establish and maintain State and area information and referral services for the elderly. The state protection and advocacy agencies funded by the Developmental Disabilities Assistance and Bill of Rights Act were given authority in 1984 to add information and referral to their functions. In addition, 37 States and jurisdictions funded information and referral services through the Social Services Block Grant in FY 1985.

Most important, collaboration with the private sector has resulted in the rapid expansion of information and referral services in child care. This has been aided by the availability of high-powered computer capability at sharply reduced costs in recent years which bring automated capability within the means of even small communities.

Recently, I had the opportunity of learning about the child care resource program IBM initiated for its workforce in 1984. Building on local information and referral services across the country, IBM has developed a nationwide program to help its 250,000 person workforce in 200 locations to obtain timely referrals to quality child care providers with vacancies. Although the program is less than two years old, IBM's representatives indicate they are pleased with the quality of the referrals and the operation of the network.

Given the progress made in establishing information and referral services in communities across the country and the widespread availability of such services based on the IBM experience, the need for more Federal funding at this time for this purpose is not necessary or justified.

Indeed, the history of such social services is that when the Federal government appears to be taking on the responsibility for any given service, then the private sector and community involvement tends to become substantially reduced. Yet within current budget constraints the Federal government cannot possibly take on the burden of funding this program at proposed levels, and there is in fact no compelling public policy reason for doing so.

Further, funding new programs at a time when the Gramm-Rudman-Hollings legislation is reflecting a drastic need to cut every existing Federal program signals to the public that there has been no change in attitude in Washington to Federal spending and that the Federal government is not taking seriously the need to reduce the Federal deficit.

As the Members of this Committee well know, it is harder to eliminate a program once it has been funded. Today there are no grantees in this program, no vested interests. We urge you to vote against reauthorizing this unnecessary and duplicative program.

American Bar Association

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EDITOR, WASHINGTON LETTER
Rhonda J. McMillion

March 28, 1986

The Honorable Paula Hawkins
Chairman, Subcommittee on Children, Family,
Drugs and Alcohol
Committee on Labor and Human Resources
United States Senate
Washington, D.C. 20510

Dear Ms. Chairman:

We understand that your subcommittee recently held a hearing focusing on the need to reauthorize the Dependent Care Block Grant which provides start-up assistance for school-age child care and for information and referral programs in dependent care. We applaud your efforts and request that this letter of support be included in the hearing record.

The American Bar Association shares your concerns over the fact that this program which was authorized for fiscal years 1985 and 1986, now needs to be reauthorized before it was ever implemented. As we stated in testimony in 1984 before the Senate Labor and Human Resources Subcommittee on Education, Arts and Humanities, there are between 1.8 million and 7 million school-age children who come home to an empty house and are unsupervised during the intervening hours between school's release and their parents' return from work. If we continue to do nothing, the incidence of "latch-key" children is certain to rise during the rest of the decade. According to demographic studies, if present trends continue, well over half of all mothers with children under six, and three-quarters of all mothers with school-age children will be employed outside the home.

Reauthorization and implementation of the dependent care program will help reverse the growth in the number of latch-key children simply by providing seed money to help establish programs to

care for millions of school-age children, and helping parents locate such services. The American Bar Association believes this program encourages a simple and inexpensive solution to one aspect of this nation's pressing child-care needs, and we hope that reauthorization legislation quickly will be enacted.

Sincerely,

Robert D. Evans

Robert D. Evans

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Senator HAWKINS. That concludes the hearing. We will look forward to implementing the program that we are reauthorizing that has never been implemented.

[Whereupon, at 11:06 a.m., the subcommittee adjourned, subject to the call of the Chair.]

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